ACTIVITIES OF THE ILO, 1994-95

REPORT OF THE DIRECTOR-GENERAL

International Labour Conference
83rd Session 1996

INTERNATIONAL LABOUR OFFICE GENEVA

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International Labour Office Geneva

ISBN 92-2-109860-5
ISSN 0074-6681

First published 1996

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Printed in Switzerland PUB

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Introduction

This report on the activities of the ILO in the biennium 1994-95 is divided into four chapters. The first three chapters focus on the primary objectives of the Organization, namely: the promotion of democracy and human rights; the fight against unemployment and poverty; and the promotion of equality and adequate protection for all categories of workers. The fourth chapter describes the technical activities of the ILO in the regions, and in particular the work of the multidisciplinary teams. The report is supported by a series of annexes, including a list of States Members, comprehensive data on all ILO publications published in the course of the biennium, data on ILO technical cooperation, and a listing of all meetings held in 1994 and 1995.

This report documents a wide range of achievements attained by means of ILO activities to assist constituents in member States. Details are given of research work carried out in various technical fields, of ILO publications, and of technical advisory services implemented in order to assist ministries of labour, and employers' and workers' organizations. The objectives of the Organization, as established by successive sessions of the Conference, are long term in nature — and these obviously cannot all be achieved within the space of one, or even several, biennia. However, this report bears witness to the concrete nature of ILO activities and pinpoints the many tangible and recognizable signs of progress towards these objectives.

The biennium 1994-95 was one in which the Organization made further extensive changes in its approach to the provision of services to constituents, most notably through the implementation of the active partnership policy described in detail in Chapter 4 of this report, to respond to the major political and economic transformations taking place in the world.

These transformations took the form of political and economic liberalization in many countries, especially in those countries previously belonging to the former Soviet Union, and major political change in South Africa and in the Occupied Territories.

At the technical level, developments and activities of particular note in the course of the biennium 1994-95 included the following:

- the publication of the first issue of a new major publication, *World Employment*, which contains reports and analyses of the major trends in the employment situation;
- the preparation of the fourth edition of the *ILO Encyclopaedia of occupational health and safety*, one of the most significant compilations of technical information issued by the Office, for publication in 1997;
- the further development of the ILO's International Programme on the Elimination of Child Labour (IPEC), the activities of which were extended to some 24 countries by the end of 1995;
- ILO participation in two crucial United Nations conferences, namely the World Summit for Social Development, Copenhagen, March 1995, and the Fourth World Conference on Women, Beijing, September 1995;
- the extensive application of the active partnership policy to bring the ILO closer to constituents in member States, in particular by the establishment of 14 multidisciplinary teams and the preparation of some 70 country objectives reviews;
- the development of ILO activities to assist constituents in the Republic of South Africa at this crucial stage in the development of the country;
- the further development of ILO activities to assist the Palestinian Authority, and Palestinian employers' and workers' organizations;
- the launching of a major review by the Governing Body to examine the scope for the revision of ILO standards and the preparation of new standards, as well as enhanced efforts to promote fundamental and priority Conventions.

The biennium 1994-95 also witnessed extensive organizational change and reform at the level of the Conference and the Governing Body. The work of both these policy-making bodies was reorganized considerably in accordance with earlier decisions taken by the Governing Body on changes in organization and structure. The duration of the Conference was significantly reduced — to 18 days — both in 1994 and 1995. This change did not however affect the technical activities of the Conference, as may be seen in the various references in this report to the work of the Conference Committee on the Application of Standards, and to the adoption of new instruments, on part-time work in 1994; and on safety and health in mines, and on labour inspection in the non-commercial services sector in 1995. Moreover at both sessions of the Conference, despite an overall reduction in their duration, a day was devoted to an informal ministerial meeting, which was also addressed by representatives of employers' and workers' organizations.

Similarly, the work of the ILO's Governing Body was streamlined, so that it might spend less time on administrative issues, and give more attention to substantive discussions of ILO policy. The Chairperson of the Governing Body will present a detailed report of its work to the Conference, which will be reproduced in full in the *Provisional Record*.

At the 1994 Conference, which commemorated the 75th anniversary of the founding of our Organization, there was an important discussion on my report: *Defending values, promoting change: Social justice in a global economy — An ILO agenda*. This report stressed the need for the ILO to adjust to the completely new global political situation as the trend towards market liberalization and democracy was being confirmed in member States throughout the world. It went on to identify some key issues for the future of the ILO, including in particular the future of ILO standard setting and the relationship between the ILO and the Bretton Woods institutions and the new World Trade Organization (WTO) at a time of increasing globalization in international trade. Subsequently, important aspects of the Governing Body's work in the last year have been the discussions in the Working Party on the Social Dimensions of the Liberalization of International Trade, and the revision of standards and the promotion of fundamental Conventions as discussed in committees of the Governing Body and the Governing Body itself.

A most significant event within the United Nations system, and for the ILO in particular, was the World Summit for Social Development held in Copenhagen in March 1995. The ILO was closely involved in the preparations for the Summit, and the Governing Body itself prepared inputs to the work of the Preparatory Committee. I led the ILO tripartite delegation attending the Summit, which gave special recognition to the role to be played by the ILO in the achievement of many of the goals identified as crucial to social development. The conclusions adopted by the Summit fully corroborate the place of the ILO in the United Nations system and, even more importantly, the relevance of the values of the ILO to social development in member States. The need for ILO action to follow up the conclusions of the Summit was reflected in the Programme and Budget for the biennium 1996-97 adopted by the Conference in 1995, and will continue to be borne in mind in the elaboration of the proposals for the subsequent biennium.

At the same time as the Conference was adopting the Programme and Budget for the biennium 1996-97, the financial situation of the Office began to deteriorate owing to delays in the payment of assessments. In this situation the Governing Body was obliged, already in June 1995, to take action to reduce expenditure in the biennium 1994-95, mainly by postponing the holding of meetings. Subsequently, in November 1995, the Governing Body examined a series of proposals and decided to reduce expenditure, in the biennium 1996-97, by a total of $21.7 million. This package included, inter alia, economies arising from reforms in the functioning of the Conference, most notably by reducing the number of plenary sittings to discuss this report. At the time of writing the continuing delay in the payments of certain contributions continues to overshadow the preparation of the programme of work for the provision of services to constituents in the biennium 1996-97. Hopefully progress will be made towards resolving this problem in the near future.

* * *

I commend this report on the activities of the ILO in the biennium 1994-95 for discussion at the 83rd Session of the Conference in 1996. In so doing I am confident that this Conference, like its predecessors, will find ways — both in its technical work and in its discussions of political issues — to confirm again its confidence in tripartism as a key mechanism for social dialogue at the international, national, sectoral and enterprise levels; its commitment to social justice, which includes justice for all categories of people, including especially vulnerable groups such as migrant workers, women workers, exploited children working below the permissible age; its determination that democracy and respect for human rights should be granted key priority in the work of the ILO and its constituents; and its recognition of the vital role of enterprise development in the promotion of employment and the elimination of poverty, without which there can be no social justice.

20 January 1996 Michel HANSENNE

Promoting democracy and human rights

1

Democracy implies dialogue — and tripartism is a prerequisite for dialogue in industrial relations. When the ILO was first set up, its founders decided that it should be tripartite because they were convinced that social justice in the field of labour could only be achieved with the involvement of the social partners at all stages. The ILO advocates dialogue and negotiation at all levels, and it therefore seeks to develop the capacities of representative organizations and protect such basic human rights as freedom of association, equality of opportunity and treatment and freedom from forced or compulsory labour. This tripartite approach is also evident in the process of consultation between the representatives of governments, employers and workers leading to the adoption of international labour standards, which are central to the ILO's efforts to protect workers and combat poverty.

The ILO's work as a whole sets out to contribute to the promotion of democracy and human rights. This chapter groups together the activities carried out during the biennium 1994-95 that were most directly related to the implementation of international labour standards and the promotion of tripartite processes and institutions at the national and international levels. This work included promoting the ratification of international labour Conventions, supervising the implementation of ratified Conventions and providing assistance to member States to help them incorporate the principles embodied in international labour standards into national law and practice. The chapter covers the work carried out to establish and strengthen labour administration systems, including labour inspection, through which labour law and policies are implemented at the national level. It also includes the ILO's activities to develop representative organizations of employers and workers, and to maintain close relations with them.

During the biennium, the ILO continued to be represented at all sessions of United Nations bodies dealing with human rights issues. This representation ensures that the principles embodied in international labour standards are taken into account in the work of other organizations dealing with issues of civil, political, economic, social and cultural rights, racial discrimination, discrimination against women, the rights of ethnic minorities and the rights of children.

International labour standards

International labour standards address the whole range of labour issues. In 1994, the International Labour Conference adopted standards on part-time work, and in 1995 standards on safety and health in mines and labour inspection in non-commercial services. These new standards brought the total of the ILO's international labour instruments to 359 (176 Conventions and 183 Recommendations). During 1994-95, a total of 223 new ratifications of Conventions were registered, bringing the total number of ratifications to over 6,250.

The ILO's 75th anniversary in 1994 provided an occasion for both of the regular supervisory bodies, the Committee of Experts on the Application of Conventions and Recommendations and the Conference Committee on the Application of Standards, to review the adequacy of existing machinery and policies relating to labour standards. This review, together with the discussions in the Governing Body Committee on Legal Issues and International Labour Standards (LILS), led to detailed consideration of standard-setting policy by a Governing Body working party in November 1995. It also — together with the conclusions reached by the Social Summit — prompted new initiatives aimed at the more universal ratification of the ILO's fundamental Conventions on freedom of association, non-discrimination and the abolition of forced and child labour.

During the biennium, the supervisory system on the application of standards underwent important modifications. The date of the meetings of the Committee of Experts was brought forward from March to December so that delegates to the Conference would have a greater opportunity to

Ratification of the ILO's fundamental Conventions

In March 1995, the World Summit for Social Development called on governments to safeguard and respect "basic workers' rights, including the prohibition of forced and child labour, freedom of association and the right to bargain collectively, equal remuneration for men and women for work of equal value, and non-discrimination in employment". This conclusion echoed a consensus among ILO constituents, illustrated by the 1994 Conference resolution concerning the 75th anniversary of the ILO and its future orientation, that more should be done to promote the ratification and implementation of the ILO's fundamental Conventions.

On 25 May 1995, the Director-General therefore sent letters to member States concerning the ratification of seven fundamental ILO Conventions: the Forced Labour Convention, 1930 (No. 29); the Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87); the Right to Organize and Collective Bargaining Convention, 1949 (No. 98); the Equal Remuneration Convention, 1951 (No. 100); the Abolition of Forced Labour Convention, 1957 (No. 105); the Discrimination (Employment and Occupation) Convention, 1958 (No. 111); and the Minimum Age Convention, 1973 (No. 138).

Replies were received from over 90 countries and information provided by employers' and workers' organizations. Moreover, information on the intentions of 25 other countries with regard to these Conventions was also received through ILO external offices.

The results have been encouraging. Four countries have ratified one or other of the seven Conventions since June. El Salvador, Sri Lanka and Uruguay ratified Convention No. 87 and Belarus ratified Convention No. 105. In 25 more cases, it was stated that the Office could expect to receive a ratification shortly, and in more than 30 other cases it was indicated that work with a view to ratification was well under way. In a large number of cases, a general examination of ratification of these Conventions has been undertaken. The Governing Body asked the Director-General, at its November 1995 Session, to continue to follow up this question. It also adopted other proposals for the promotion of the ratification of these fundamental Conventions, including offering direct assistance to countries wishing to implement these Conventions and launching a campaign to make parliamentarians and labour court judges more aware of the human rights Conventions.

study its report and prepare for the discussions in the Conference Committee on the Application of Standards. Consequently, in addition to its regular session in 1994, the Committee of Experts met twice in 1995, in February-March and in November-December.

This change coincided with the implementation of the Governing Body's decision to simplify further the reporting procedures on the application of ratified Conventions. The modifications made to this procedure respond to the wishes of many member States to reduce their obligations and, in view of the recent rapid growth in the number of member States, lighten the burden on the Office of processing the reports submitted under article 22 of the Constitution. A two-yearly reporting requirement will be applied to ten priority Conventions concerning freedom of association, equal opportunities, the abolition of forced labour, labour inspection, employment policy and tripartite consultations. For the other Conventions, the normal reporting period will be five years, although the Committee of Experts may sometimes request detailed reports more frequently.

The ILO's work to promote the ratification of its Conventions and the application of its standards involves both its supervisory bodies and the provision of assistance directly to constituents. The supervisory system revolves around the work of the Committee of Experts, an independent body responsible for examining the reports supplied by governments on ratified Conventions, as well as an increasing number of observations from employers' and workers' organizations. On the basis of the report of the Committee of Experts,[1] the Conference Committee on the Application of Standards examines some of the cases in which significant difficulties have been noted in the application of ratified Conventions. During the three sessions of the Committee held during the biennium, around 1,700 observations were made on the application of ratified Conventions and 3,000 requests sent directly to governments. The Committee noted a total of 115 cases where action had been taken by governments to remedy shortcomings previously brought to their attention.

Advisory services and technical assistance continued to be provided to constituents to help them find solutions to difficulties in the application of standards, as well as to promote new ratifications. During the biennium a number of seminars and courses on international labour standards and the supervisory procedures were also organized to train government officials responsible for complying with the reporting procedures, as well as employers' and workers' representatives. A series of six such seminars was completed covering nearly all the provinces and autonomous territories in China. Each seminar was attended by approximately 30 participants from provincial labour departments, trade unions, employers' organizations and research institutes. Presentations were made on the history and structure of the ILO; the formulation, adoption, application and supervision of international labour standards; the constitutional obligations of member States; the role of employers' and workers' organizations; and the contents of the fundamental Conventions. In this way, a total of 180 Chinese officials were introduced to international labour standards and international human rights concerns. The participants stated that the knowledge gained at these seminars would enable them to formulate laws and regulations in their respective localities in line with international labour standards.

Missions dealing with freedom of association problems took place in Australia, Côte d'Ivoire, Guatemala, Japan, New Zealand and Pakistan, and a total of 13 national and subregional seminars on freedom of association were held. Most of these missions provided detailed information to the Committee on Freedom of Association, which facilitated the Committee's work in making conclusions and recommendations on specific cases. In some instances, the assistance given by the Office resulted in changes in national law and practice along the lines of the Committee's previous recommendations or the comments of the Committee of Experts.

The fundamental importance of freedom of association and collective bargaining in the effective functioning of tripartism and in the achievement of social justice is reflected in the work of the Governing Body's Committee on Freedom of Association. This tripartite body, originally set up in 1951, is composed of nine full members appointed in their personal capacity from the three groups in the Governing Body, in addition to an independent Chairperson. In 1995, the third Chairperson of the Committee, Max Rood, was appointed following the death of Roberto Ago.

The Committee on Freedom of Association examines cases of alleged breaches of the principles and standards on freedom of association brought before it by the tripartite constituents. During its existence, the Committee has examined a total of over 1,850 complaints, thus acquiring a broadly recognized authority for dealing with problems of freedom of association. Its procedure is unique, covering as it does all the ILO's member States, which are all bound to respect the principles contained in the ILO Constitution and the basic Conventions on freedom of association and collective bargaining — irrespective of whether they have ratified these instruments or not. In 1994-95, the Committee reached conclusions on over 170 cases and followed up the measures taken by the member States to comply with its previous recommendations in nearly 100 cases. It was able to note the freeing of trade unionists in China and the Republic of Korea, the reinstatement of union activists in Chad, Hungary and Panama, the recognition of unions for collective bargaining in Fiji, and the amendment of legislation contradicting the principles of freedom of association in Australia, Paraguay, Sweden and Zambia. A special report was also prepared on the measures adopted in South Africa in response to the recommendations of the Fact-Finding and Conciliation Commission on Freedom of Association.

An important vehicle for the compilation of information on national law and practice in member States is the Committee of Experts' annual General Survey of information supplied under article 19 of the ILO Constitution on unratified Conventions and on Recommendations. These surveys include a review of the difficulties encountered in the application of specific international labour standards and the prospects for their further ratification. In 1994, the Committee of Experts undertook its sixth General Survey on freedom of association and collective bargaining.[2] In the survey, the Committee reaffirmed the continuing relevance and importance of Conventions Nos. 87 and 98; it stressed that the implementation of these instruments was closely linked to the observance of civil and political rights and should not be contingent upon a country first reaching an advanced stage of economic development. Although the number of ratifications of these two basic Conventions have continued to grow, around one-third of member States have still ratified only one of them. Further ratifications would strengthen the protection of trade unions and the cause of social justice and humane conditions of work worldwide. Nevertheless, in many of the countries which have not ratified the Conventions, national law and practice are for the most part in conformity with the principles of freedom of association. In many cases, the difficulties cited as being an obstacle to ratification could be solved through relatively minor legislative amendments.

In addition to the above General Survey, the Office published *ILO law on freedom of association*[3] (which presents extracts from relevant ILO documents and outlines procedures which may be used in cases of alleged violations of freedom of association) and the fourth edition of the *Digest of decisions and principles of the Freedom of Association Committee*[4] (which summarizes and brings up to date the principles of the Committee, in the light of the difficulties encountered by trade unions as a result of changing economic circumstances).

The Committee of Experts' 1995 General Survey covered protection against unjustified dismissal.[5] The survey recognizes that although terminations of employment might be carried out to allow enterprises to survive and develop, workers must be guaranteed a minimum level of protection. Indeed, the principle whereby workers should be protected against the unjustified termination of employment is now accepted in many countries. A large number of countries have established consultation and notification procedures in respect of termination of employment, thereby bearing witness to their concern for social justice and their desire to promote harmonious labour relations.

The ILO's standards on equality of opportunity and treatment continued to form the basis for the Office's work to reduce discrimination in employment, with special emphasis being laid on women, minorities, migrant workers and indigenous and tribal peoples. (See also Chapter 3.) Furthermore, advisory services were provided to several countries. In Brazil the Government has taken steps to revise legislation on race and sex discrimination as a result of comments by the Committee of Experts and discussions at the International Labour Conference. ILO assistance has now been requested to help this country give practical effect to these legislative changes, in particular by developing a national policy towards issues of discrimination based on race and sex. A programme of technical assistance was also started in Namibia to help develop a new affirmative action policy to overcome the effects of apartheid and combat discrimination on the grounds of race, sex or physical disability. Assistance to both of these countries will continue through the next biennium.

One of the most effective means of making constituents aware of the above principles set out in Conventions Nos. 100, 107, 111, 156 and 169 is through the holding of tripartite subregional seminars. One such seminar was held in October 1994 for seven South Asian countries. The seminar dealt with the elimination of discrimination based on race, colour, national extraction, sex, religion, political opinion, social origin, as well as other grounds such as family responsibility, age, language and medical condition. A similar seminar was organized in April 1995 for Asian countries in transition (Cambodia, China, the Lao People's Democratic Republic, Mongolia and Viet Nam). In this seminar, discrimination and equality issues were viewed in the context of the special problems facing these countries: large increases in unemployment, the need to reabsorb certain groups such as ex-combatants and the need to redesign or create new social protection mechanisms.

In an effort to redress previous discriminatory practices, some countries have experimented with affirmative action programmes. During the biennium, the Office undertook a study of affirmative action policies and programmes for persons with disabilities and for ethnic minorities in ten countries (Canada, Chile, India, Lebanon, Malaysia, Mali, Norway, the Philippines, the Russian Federation, Uruguay).[6] The study found that although such measures would appear to bring about an improvement, the situation of both groups remains inequitable. A recipe for success would seem to be a combination of adequate support measures and the consensus of those primarily involved. Another study in the field of discrimination covered legislation and enterprise practice in 12 countries with respect to HIV/AIDS at the workplace.

The body of international labour standards contains a total of 36 Conventions and 26 Recommendations concerning seafarers' working and living conditions. A tripartite meeting on maritime labour standards was held in 1994 to discuss the revision of five of the existing maritime instruments.[7] The purpose of the meeting was the same as that of a preparatory technical maritime conference, namely to conduct a first discussion on this revision based on law and practice reports prepared by the Office. The issues discussed covered inspection of seafarers' working and living conditions, wages, hours of work and manning, the recruitment and placement of seafarers and a partial revision of the Merchant Shipping (Minimum Standards) Convention, 1976 (No. 147). A special Maritime Session of the International Labour Conference will be held in October 1996 to consider the adoption of revised instruments.

An important part of the ILO's work in guiding the formulation and adoption of labour legislation consists of the provision of legislative information to constituents. This information covers both the provisions of international labour Conventions and Recommendations and the labour legislation of other countries which offer important guidance to member States which are seeking to draw up or revise their own legislation. Access to the latest developments in national labour legislation is also of great importance in the work of the Office, both for the efficient functioning of its supervisory machinery and the provision of technical advisory services.

The ILO's legal information service LABORLEX was further developed and disseminated during the biennium. It comprises the ILOLEX database on CD-ROM, which contains information on the ILO's standards themselves and the reports of the supervisory bodies, plus the NATLEX database, which covers national labour legislation. The trilingual *Labour Law Documents*[8] continued to disseminate new texts in the field of labour law.

Labour law and labour relations

Labour legislation is one of the principal instruments through which member States formulate and implement labour policy. By laying down in laws the rights and obligations of the parties as regards such important matters as protection against discrimination in employment, discipline, dismissals and lay-offs, remuneration, hours of work and holidays with pay, child labour, maternity leave and benefit, safety and health protection, trade union rights, collective bargaining, the right to strike and lockout, and the settlement of labour disputes, member States seek to influence the conduct of employers and workers and their organizations. Labour legislation has remained the main instrument for voicing social policy in these areas — despite criticism from some quarters that it interferes excessively with market forces at times of economic transition. Moreover, new labour legislation has been vital in establishing democratic guarantees in the area of labour in the many countries undergoing political and economic transformation.

Governments regularly ask the Office to help them revise their labour laws, more often than not when they are involved in comprehensive reviews of their social policy. This assistance is provided through advisory services and technical cooperation activities to help draft new legislation, as well as through detailed technical comments on draft legislation. In providing this assistance, the Office seeks to help countries update their legislation in response to changing needs and circumstances, as well as to comply with basic human rights standards and ratified Conventions. In all cases, it seeks to ensure full participation of workers' and employers' organizations in the exercise. In the course of 1994-95, assistance of this type was provided to 35 countries.[9]

A large number of countries which are introducing democratic political and/or market economic structures are liberalizing the rules governing trade union organization and labour disputes and are beginning to use collective bargaining to determine wages and working conditions. In so doing, they request assistance from the Office in the form of information and advice on the organization of these activities. During the biennium 1994-95, seminars and round tables on labour relations in general and social dialogue, collective bargaining or the settlement of labour disputes in particular, were organized in a number of countries, including Hungary, Poland, Romania, the Russian Federation, Eritrea, Malawi and Zambia. In addition, subregional meetings on tripartism were held in Central and Eastern Europe and in the southern cone countries of Latin America. Other member States requested information, assistance or advice in dealing with the relationship between structural adjustment, increased competition and labour relations. As well as being covered by more general meetings on labour relations, these issues were considered in: two Asian subregional seminars on the promotion of shop-floor and enterprise labour-management cooperation and consultation; workshops in Kenya on structural adjustment, labour relations, wages and productivity; workshops in Madagascar and the Seychelles on labour relations; and a subregional workshop on new trends in labour relations in Caribbean countries.

A number of studies and practical guides were prepared in support of these activities. A study was completed on the nature of the unprecedented challenges confronted by trade unions in many countries in recent years and on their responses to these challenges.[10] This study, based in part on contributions by 11 trade union confederations in eight industrialized countries, examines the diversity of the workforce and changing attitudes towards work and the consequences for union membership levels, influence and priorities. Another study, carried out on disputes settlement in essential services, provides guidance to countries wishing to assess various approaches on regulating this vexatious question. It analyses the definition of essential services, the determination of rules and procedures applied in case of labour stoppages, and ways to find an equitable solution that not only takes into account the public interest but also safeguards the right to strike.[11] A further study assesses the contribution of workers' participation in enterprise decision-making to the widespread changes in work organization that are being adopted by enterprises with a view to increasing

Industrial relations in South Africa

For many years, the ILO was one of the most outspoken and effective opponents of apartheid in South Africa. Two years before the fall of apartheid, the Government accepted the visit of an ILO Fact-Finding Conciliation Commission on Freedom of Association in 1992 which made detailed recommendations on ways to adapt the industrial relations system and labour laws to a non-discriminatory world. This was the only international investigative mission ever allowed into South Africa under apartheid, and its recommendations have formed the basis for the country's policies in this area.

South Africa has a tradition of adversarial labour relations, overshadowed by political conflict. Over the past five years, levels of industrial action in South Africa have remained persistently high, accounting for between 3 and 4 million lost workdays per annum. It was generally agreed that if these trends were to continue, it would be difficult to establish a growth economy capable of competing in the increasingly free world of international trade and investment. It was against this background that the Ministry of Labour appointed a tripartite national task force to draft a new law on industrial relations.

In a new approach to the provision of technical assistance in the field of industrial relations, eight members of the task force came to the ILO headquarters in Geneva. They were able to draw on the collective memory and expertise of ILO officials and three international experts. The ILO's specialized information and advice was sought on a wide range of issues, including collective bargaining, codetermination, termination of employment, the settlement of labour disputes, industrial tribunals, the right to organize, productivity, equality of opportunities and rights, as well as general drafting procedures and techniques.

After a week of scheduled consultations, the team started drafting the law, calling on different ILO officials as needed. The team then returned to South Africa with the first draft of the Industrial Relations Bill for examination by the task force as a whole. The Labour Relations Act was adopted by the South African Parliament in September 1995.

flexibility, efficiency and competitiveness.[12] Finally, on the basis of findings of a study mission, an assessment was undertaken of the labour relations system in Venezuela and recommendations were made for its improvement.[13]

Primary industrial sectors, which still play an important role in the economies of many countries, are often under considerable pressure to improve productivity in the face of intensified competition from other producers and alternative products. And basic principles of freedom of association and collective bargaining may be undermined when enterprises perceive that their profitability or even survival is at stake. However, sound industrial relations based on the constructive application of these principles can make an important contribution to productivity improvement. This issue was examined in ILO tripartite sectoral meetings in 1994 for the plantations sector and in 1995 for coal mines. Reports and related publications produced for the meetings examined in some detail how the issue had been handled in a number of countries.[14] Both meetings noted the importance of productivity improvement, the key role of industrial relations in this respect, and the importance of respecting ILO Conventions on freedom of association, trade union rights and collective bargaining.

One of the most fundamental subjects covered by collective bargaining is remuneration. During the biennium, ways were sought to help constituents understand better the impact of such overriding factors as economic transformation, structural adjustment and increased levels of competition on wage policy at the national and enterprise levels. In all activities related to this issue, emphasis was placed on the necessary involvement of all the parties in wage determination and the contribution of social dialogue to the implementation of structural adjustment measures and the improvement of competitiveness. In the context of a wage policy project in Albania, training was provided to specialists from government, employer and trade union circles. The project culminated in a national tripartite conference which laid the basis for future reforms as part of the current democratization process, with a view to decentralizing wage determination, fostering wage negotiations, strengthening national capacity to determine minimum wages and proposing public sector pay reforms. In Ghana, advisory services were provided to the tripartite body responsible for determining the national minimum wage. A tripartite meeting organized to discuss alternatives and priorities for minimum wage-fixing focused on the issue of the relative weight that should be accorded to the various social and economic factors. In Benin, assistance was provided to help this country introduce a new remuneration system in the postal and telecommunications services; this included the organization of tripartite discussions on the major problems — such as pensions coverage — arising as a result of the trend towards public enterprise autonomy and privatization. These activities were supported by a study of the approaches adopted in various industrialized countries, as well as in economies in transition, particularly in Central and Eastern Europe, to promote greater financial participation of workers in enterprises; these approaches included voucher privatization schemes and the incorporation of various types of share option schemes in pay negotiations and agreements.[15]

Labour administration

Well organized and effective labour administration systems, including labour inspection and public employment services, can play a vital role in the conception and implementation of policies for the protection of workers and the improved functioning of labour markets. However, their role is complicated by the erosion of traditional systems of employment and worker protection in many countries. There is therefore an urgent need to develop the capacities of labour administrations so that they can fulfil the important functions for which they are responsible, particularly in developing countries and the new democracies of Eastern Europe and Central Asia which are undergoing rapid change. Consequently, during the period under review, the ILO's activities in this field placed emphasis on strengthening institutions, training managers and reinforcing the role of the social partners in labour administration institutions.

During the biennium, assistance was provided to labour administrations in several countries to enhance their capacity to bear the transition to a market economy; this involved promoting new roles for the social partners and developing social dialogue and tripartism. In Albania, the assistance provided by the ILO made a significant contribution to the creation of a Labour Ministry and the development of its functions at the central and local levels. The officials of the new Ministry were trained and advised on their role in facilitating social dialogue, developing industrial relations, resolving labour disputes, gathering information on job vacancies, providing employment services for jobseekers and operating a labour inspectorate. Some 50 labour inspectors were trained under this programme. Proposals were also made to the labour authorities in Azerbaijan on ways to organize the Ministry of Labour — as well as to incorporate tripartite consultative machinery. In order to demonstrate the available options, study tours were organized for Azerbaijani officials in December 1995 to visit labour administrations in Western Europe. A similar approach was adopted in the assistance provided to South Africa and the Palestinian Authority. Workshops were organized and high-level Palestinian officials visited labour administrations in Poland, Netherlands and Sweden. On the basis of these visits, the officials took important decisions concerning the Palestinian labour administration; for instance, it was determined that labour inspectors would not just be responsible for safety and health issues but would also deal with the wider issues of industrial relations and remuneration. Tripartite seminars were also organized — particularly for the countries of Central and Eastern Europe and the countries of the former USSR — which familiarized constituents with examples of the most advanced labour administrations so that they could adopt the latest organizational methods.

The efficiency and effectiveness of labour inspection services contribute greatly to the implementation and observance of labour laws and regulations. Labour inspection services also play an important role in providing advice to employers and workers on compliance with legal requirements, in identifying gaps in legislation and in promoting remedial measures. However, the capacity of many labour administrations to operate labour inspection services of the necessary level is still quite limited, and their scope is often confined to the formal sector. The ILO's aim in this respect is to establish and develop modern labour inspection systems capable of fulfilling their mission as defined in the Labour Inspection Convention, 1947 (No. 81) and the Labour Inspection (Agriculture) Convention, 1969 (No. 129). This objective was met through the provision of advisory services and technical assistance, the dissemination of information and other forms of cooperation. A Protocol to Convention No. 81 was also adopted, extending the scope of this instrument to the non-commercial sector.

Technical assistance was provided to constituents in all regions. A tripartite regional symposium on modernizing the management of labour inspection was held in Nairobi to draw lessons from a tripartite labour project implemented in Kenya. The two-year project had been very successful in improving the frequency and quality of labour inspection visits within existing resources by applying management techniques which encouraged communication between staff at all levels of the labour inspectorate throughout the country; the result had been that local ideas and initiatives had been allowed to develop and had been incorporated into national policies and programmes. In this project, emphasis was also placed on the involvement of the social partners in labour inspection at the national, sectoral and provincial levels, which led to a wider acceptance of

Extension of Convention No. 81 to non-commercial services

Workers in the non-commercial services (NCS) sector account for as much as 50 per cent of the active labour force in some member States. They are regularly exposed to virtually all — including the most serious — occupational hazards be they technical, medical or social. They face the same risks as workers in industrial, commercial or agricultural occupations. In addition, they are often exposed to hazards unique to the NCS sector.

Furthermore, there is, in many ILO member States, a significant disparity between the NCS and other sectors in the extent to which employees are covered by protective labour legislation, and the extent to which an independent external labour inspection can effectively secure the enforcement of labour protection legislation, as stipulated in the Labour Inspection Convention, 1947 (No. 81).

Recognizing the importance of full protective coverage for workers in the NCS sector, the International Labour Conference at its 82nd Session adopted a new standard in the form of a Protocol to the Labour Inspection Convention.

This Protocol, which has the same legal nature as a Convention, is subject to ratification by all ILO Members having ratified, or ratifying Convention No. 81. It defines "activities in the non-commercial services sector" as covering "all categories of workplaces not considered as industrial or commercial for the purposes of Convention No. 81". Certain categories, i.e. essential national (federal) government administrations, the armed services, the police and other public security services, as well as prison services, may be wholly or partly excluded from the scope of the Protocol, if its application to these services would raise special problems of a substantial nature. If these categories are not excluded, then special arrangements are foreseen with regard to powers of labour inspectors dealing with security clearance, issues of confidentiality, the taking and analysis of samples, etc.

Provision is also made to enable inspectorates to advise on the formulation of effective measures to minimize risks during training for potentially hazardous work and to participate in monitoring the implementation of such measures.

policy changes and a more relevant and effective service. To allow other constituents in Africa to learn from the experiences of this project, the first of a series of subregional tripartite labour inspection management development seminars was held in Harare in collaboration with the African Regional Labour Administration Centre (ARLAC). A labour inspection training project was also carried out in Burkina Faso and Senegal. Furthermore, given the lack of technical expertise among labour inspectors in matters relating to occupational safety and health, specialist inspection teams — composed of physicians, engineers and inspectors — were set up and sent to enterprises to make a sound analysis of working methods and provide technical advice; these teams thus contributed to the prevention of occupational accidents and diseases. The same approach was applied in activities in Rwanda and Burundi.

Six tripartite seminars were held for Arab countries to make labour administrators and the social partners more aware of the problems and working conditions faced by particular categories of workers (especially women and children) and of difficulties encountered in certain sectors — such as agriculture, construction, public works, mines, the petroleum industry and the informal sector. National management training courses for labour administrators were also organized in several Arab States. Furthermore, an analysis was undertaken of the labour protection and industrial relations situation in Indonesia, on the basis of which comprehensive recommendations were made to the Government on social adjustment through sound industrial relations and labour protection.

The first phase of a subregional labour inspection development programme in Latvia, Lithuania and Estonia was completed which assessed the current functions, plans and shortcomings of the labour inspectorates in these countries. Assistance was provided for the establishment of comprehensive national policies on labour protection, the design of functional workplace information management systems and the elaboration of training and education programmes for labour inspectors and labour protection experts. These activities were backed up by subregional and national workshops and study tours for representatives of the social partners, officials from ministries of labour and labour inspectors from the three Baltic States.

National tripartite symposia were also held on the development of modern labour inspection systems in the Czech Republic, Hungary, Poland and Slovakia; these were supplemented by technical assistance activities, study tours and national management training seminars. A subregional tripartite symposium was organized in Poland for the above States and study tours were arranged for Polish labour inspectors to Switzerland and Spain. Important support was provided for these activities in the form of a study on the role of labour inspection in transition economies.[16] This study focused on the identification of gaps in labour inspection activities in member States and the recommendation of remedial measures to restore recognition of the fundamental role of inspection systems in these countries.

In so doing, it not only proposed measures to strengthen and develop links between labour inspectorates and other bodies involved in labour protection, but also contained information on developments and achievements in the field of labour inspection in other countries. Particular emphasis was placed on the role of the social partners in the labour protection process. The combination of all of these activities contributed greatly to the establishment of state labour inspection services, which have reached varying stages of development in the countries of the region. In countries such as Albania, Hungary and Poland, the labour inspection systems are now close to achieving conformity with the provisions of Convention No. 81.

In the context of the design and implementation of employment policies and measures, public employment services make an important contribution to the analysis of labour market trends and the dissemination of information on the labour market. They also play a significant role in matching the overall supply and demand for labour, tailoring the supply of education and training to labour market needs and redeploying workers who have lost their jobs or whose skills have become obsolete. An important aspect of the work of these services is to promote employment opportunities for the most vulnerable categories on the labour market. The ILO's activities in this respect focused on strengthening the capacity of national public employment services to play a more significant part in active labour market policies in partnership with employers, workers and other labour market institutions.

To attain this aim, the ILO continued, amongst other things, to provide technical advisory services, support for technical cooperation activities and standard-setting activities, and to carry out conceptual work on the changing role of public and private employment services. In Albania, support was provided for the setting up of employment services in all the regions and at the local level, and for the implementation of an appropriate methodology and procedures to register jobseekers and to match them with the available vacancies. In Viet Nam, the advisory services and training programmes delivered established the necessary capacity to set up local employment services and allow officials at the national level to develop the necessary organizational structure. The ILO assisted in the establishment of employment services in the Occupied Territories and trained staff in the organization of these services and in skills such as seeking vacancies in enterprises. A project completed in Poland contributed to the development of specific types of employment services adapted to the situation of the country. In particular, specialized services were established in eight regions of the country for the promotion of self-employment among workers made redundant as a result of the restructuring of the economy. One of the features of these services was the development of information packages designed to meet the needs of potential self-employed workers. Training and advisory services were also provided in a number of English-speaking African countries which resulted in improvements in the provision of placement, vocational guidance and counselling services, and in the development of labour market reporting, occupational classification techniques and occupational information materials.

The biennium was also characterized by standard-setting activities relating to private employment services. At the 81st Session of the International Labour Conference in 1994 there was a general discussion on the role of private employment agencies in the functioning of labour markets, which covered the adoption of new legislation in a number of countries, changing practices for the governance of such agencies and their relationship with public employment agencies. As a result of this discussion, it was decided that the question of the revision of the Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96), would be placed on the agenda of the 85th Session of the Conference in 1997.

Employers' activities

Strong and independent employers' organizations not only contribute to economic and social progress but also fulfil an important role as representative institutions in democratic societies. By providing services which improve the performance of enterprises, they help to alleviate poverty and improve living and working conditions. Employers' organizations achieve their objective of improving the operating environment of enterprises by supplying their members with both collective services, such as representation and advocacy in social policy, and individual services, including information, training and advice in the fields of labour law, supervisory management, safety and health and productivity improvement. The ILO's activities during the biennium were directed at assisting

Employers' organizations: Strategic planning

An important function of employers' organizations is to supply services to enterprises. In addition to their traditional services of collective and individual representation, many of them also provide training and advice in the fields of labour law, supervisory management, safety and health and productivity improvement. In order to survive and prosper, it is important for them to identify those areas in which they are best placed to provide useful services to their members and to develop their capacities to do so.

In October 1995, the ILO organized the first of a series of regional workshops on strategic planning for employers' organizations. The workshop, held in Turin, covered the Asian and Pacific region, where a number of organizations are pioneers in this method of planning. Following the workshop, the participants were shown an example of strategic planning for employers' organizations in a visit to the Irish Business and Employers Federation.

In a new initiative made possible by the placing of employers' specialists in 12 of the 14 multidisciplinary advisory teams, the ILO is helping in this process. The assistance includes studying the operating environment of each employers' organization and helping in the identification of current and emerging enterprise needs. The areas in which the employers' organization is best placed to meet those needs are then decided and the technical capacities to be developed are determined.

As the process gets under way, the strategic plans developed with the employers' organizations will be included in the ILO's country objectives reviews. In this way, they will provide clear guidance for the technical assistance and cooperation activities provided to employers' organizations.

employers' organizations in developing countries and countries in transition to provide more and better services to their members and, as a result, to attract new members and contribute to national development through social stability and better enterprise performance. Projects were undertaken during the biennium to strengthen the capacity of employers' organizations to provide services in areas such as productivity improvement, small enterprise development and international labour standards. Assistance in the field of productivity improvement was given in the Dominican Republic, India, Indonesia, Jamaica, Kenya, Mauritius, Nigeria, Pakistan, Paraguay, Sri Lanka and Zimbabwe, while the activities relating to international labour standards covered employers' organizations in over 20 countries. Another important aspect of the activities carried out in this area continued to be the arrangement of study tours for executives of employers' organizations. These tours are a particularly effective way of transferring knowledge and skills and promoting technical cooperation amongst developing countries.

Further partnership with employers' representatives was encouraged through meetings of the leaders of employers' organizations in each of the three major developing regions. These opportunities were used to reflect on the main developments affecting employers' organizations and to plan activities of mutual benefit. The Latin American employers emphasized the importance of human resources development and employment promotion through micro-economic reform when they met in Cartegena de Indias in May 1994. In October that year, meeting in Kuala Lumpur, the Asian and Pacific employers expressed the need for harmonious, non-conflictual industrial relations, and for an equitable distribution of wealth to foster political stability. The African employers' leaders, who met in Tunis later the same month, requested assistance in developing their institutional capacities and strengthening their services to members in the areas of social dialogue and human resources development. These occasions were also used to prepare the contribution of employers to the World Summit for Social Development, as well as to discuss the opportunities and challenges arising in the field of social policy as a result of globalization and economic liberalization.

While democratic laws and procedures provide a framework for the political process in most countries undergoing the transition to a market economy, especially in Eastern and Central Europe, as well as in countries emerging from armed conflict, lingering attitudes and customs established under the previous political system still colour the environment for employers' organizations. It was pointed out at a round table meeting for employers' organizations in countries with economies in transition, held in Geneva in May 1995, that the relatively large size of the state sector, combined with the difficulties encountered in the privatization process and the lack of an appropriate regulatory framework for voluntary organizations are some of the key obstacles to the development of employers' organizations in these countries. In response to these difficulties, assistance continued to be provided to employers' organizations in countries in transition. Moreover, leaders of employers' organizations from Central and Eastern Europe participated in a training course at the Turin Centre in May 1994 on how employers' organizations are run. In addition to Eastern and Central Europe and Mongolia, technical assistance in this field was also provided in the Central Asian republics, Eritrea, the Lao People's Democratic Republic, Mozambique and Viet Nam. The chambers of commerce representing Palestinian employers were also provided with training and advisory services, including advice on their federative structure and constitution.

Human resources development was a recurring theme almost everywhere, reflecting growing recognition of the critical role of the human factor in economic performance. National workshops on human resources development were organized for employers in Ghana, Malawi, Mauritius, Nigeria, Seychelles and Zimbabwe, as well as in several Arab countries. An interregional project was carried out in five south Asian and four African countries to help employers' organizations deal with the industrial relations aspects of human resources management, while another interregional project covering 12 countries focused on the human resources aspects of structural adjustment. These activities concentrated on the development of training materials based on case-studies of enterprise experiences.

Growing competition in an increasingly global market has given the question of productivity a new urgency. In response to requests from employers' organizations around the world for help in developing productivity improvement services, an interregional project was carried out to demonstrate through practical activities in enterprises the crucial role that good labour relations and worker participation play in the attainment of productivity objectives. A similar project on productivity improvement was undertaken in the Caribbean.

Regional economic integration is another subject that attracted the interest of employers in many countries. A meeting of Latin American employers in Asunción examined its consequences on industrial relations. Employers from French-speaking West Africa, meeting in Libreville in April 1995 to discuss the structural adjustment issues resulting from the dramatic devaluation of the CFA franc, identified as solutions greater regional economic integration, the harmonization of social legislation in their countries and the creation of a better climate for enterprise activity.

In the Asian and Pacific region, enterprises continued to seek ways to promote initiative, productivity and good working relations. In response, the ILO provided advice and training in flexible and performance-linked pay systems through seminars and workshops in Fiji, Indonesia, Papua

New Guinea and the Philippines. A subregional meeting for employers' organizations from South-East Asia and the Pacific examined the strategic importance of flexible pay systems for competitiveness and urged the ILO to disseminate information on them to governments and workers' organizations.

Workers' activities

As institutions which represent workers' interests at the enterprise and sectoral levels, as well as through consultations with policy-makers at the national level, trade unions play a fundamental role in democratic societies. They also, as active partners in tripartite fora, make an important contribution to economic and social development in pursuance of their commitment to protect and advance fundamental human and trade union rights, promote social justice and combat unemployment. Trade unions are now confronted with increasingly complex challenges arising out of rapid technological innovation and changes in the organization of work, modifications in industrial relations arrangements at enterprise level, the implementation of structural adjustment programmes and the processes of regional economic integration and globalization. In addition, in a growing number of countries, trade unions are taking on increased responsibilities. They are being called upon to act as: social institutions promoting the organization of workers in the informal sector; partner institutions in campaigns to eliminate child labour; and pressure groups calling for the adoption of policies and measures designed to combat all forms of discrimination against women in employment and protect the environment with a view to ensuring sustainable development.

During the biennium, the ILO's assistance to workers' organizations was geared to enhancing the capacity of trade unions to carry out their traditional functions of providing services to their members and to participate effectively in tripartite dialogue — thus promoting workers' interests. Emphasis was placed on furthering the participation and representation of women in trade union activities. These aims were pursued by maintaining close relations with international, regional and national trade union bodies and providing practical assistance, particularly in the field of workers' education. This assistance continued to be delivered through technical cooperation and advisory services, the production and publication of manuals, study guides, teaching aids and video training cassettes, and the organization of seminars and meetings. The administration of fellowship grants was also an important means of action which provided some 600 trade union leaders with an opportunity to participate in international trade union meetings and training courses.

As the only intergovernmental organization that is tripartite in structure, participation in the ILO and its activities is of paramount importance to trade unions, particularly with a view to the development and application of international labour standards and the furtherance of trade union and workers' rights. Importance was therefore placed on providing trade unions with information about the role that they could play in the ILO with respect to the adoption and supervision of international labour standards and the promotion of the principles of tripartism and workers' participation. A regional seminar on the role of workers' representatives in the ILO was conducted in Abidjan. Trade union leaders from several countries in Asia and the Pacific attended a regional meeting on basic human rights and development, and a subregional seminar on the same topic was held for countries in Central America and the Dominican Republic. These activities were supported by the publication of a manual on the role of the ILO in promoting social progress[17] and a study on the principles of freedom of association.[18] In the context of the active partnership policy, one major development during the biennium, which gave workers' representatives much more direct access to the work of the ILO, was their involvement in the development of the country objectives formulated by the multidisciplinary advisory teams. This was an important step for trade unions inasmuch as they were able to participate in defining priorities for ILO action at the national level. Support was provided for trade unions to facilitate their participation in translating the priority areas for action identified in country objectives into practical activities in each member State. Support was also given to enhance the active participation of trade unions in the preparations for the Social Summit, both in the context of the ILO's work with national and international trade union federations and in the forum held by the trade union movement a few days before the Social Summit.

In all the activities carried out to assist trade unions, emphasis continued to be placed on ways workers' organizations could promote the observance of workers' and trade union rights. An international symposium was held in Geneva on the role of workers' education in the promotion of trade union rights. The symposium brought together trade union representatives from all regions to discuss how trade unions could actively promote the ratification and application of international labour standards and the observance of these rights. In this context, in the services provided to African trade unions, particular attention was paid to identifying ways in which they could play an effective role in the development of societies based on democratic and participative principles. One of the principal means of achieving this objective is the extension of workers' organizations to unorganized categories of the population. To assist in this process, regional seminars for trade union leaders were organized in Africa, Asia and Latin America to discuss methods of extending trade union initiatives to cover the informal sector. With reference to successful examples, these seminars emphasized the effectiveness of helping specific categories of informal sector workers, such as market vendors or fishermen, to develop cooperatives or other types of association initially designed to cater for fundamental needs such as access to credit or training. They also examined the provisions of national labour legislation as they affect the organization of informal sector workers.

More than half the labour force in developing countries is composed of rural workers. As the poorest and most vulnerable category of workers in these countries, they are the most in need of protection. However, they are normally poorly organized and are generally unable to use the powerful tool of collective bargaining to improve their wages and working conditions. With a view to strengthening the organizations representing these workers, training and technical advisory services were provided to rural workers' organizations in a number of African and Asian countries, including India, the Philippines and Sri Lanka. This assistance included a series of national and subregional workshops designed to increase these organizations' awareness and knowledge of the most relevant international labour standards, as well as the principles of occupational safety and health applicable to rural and agricultural workers. The training dispensed focused on the development of social and economic activities — such as the establishment of credit and marketing cooperatives — as a basis for reinforcing the organization of these workers. Training was also provided for trainers and emphasis was placed on measures to strengthen the

Rural workers' organizations as a channel for gender and equality training

In developing countries, women in rural areas often make a significant contribution to the household economy, both through their work in family production units and as wage-earners. Improved skills and opportunities for rural women can therefore make a significant difference, not only to the situation of women, but also to living standards in rural areas. Rural workers' organizations can provide them with the support they need in this respect, by helping them acquire the skills necessary to play a more important economic role and supporting their efforts to organize.

A project was carried out in Central America and in the Dominican Republic to strengthen the participation of women in rural organizations, develop their potential as leaders and promote income-earning opportunities with a view to improving their living and working conditions. The project consisted of an integrated training scheme for women in grass-roots organizations at the village or plantation level. Training materials adapted to their situation and specific problems — which included a lack of literacy skills — were produced and used in study circles. The topics covered were closely related to the particular circumstances of the women and the training activities were designed to encourage the identification of practical solutions to their problems, often in the form of pilot projects.

Over a three-year period, training was carried out in 135 grass-roots groups, reaching over 6,000 participants. In an attempt to sustain the approach, over 150 facilitators were trained in the methodology. The participants identified and started to implement over 100 pilot projects, including credit schemes, the collective production and marketing of agricultural products, and special services to provide more education to women.

The ground has been laid for a more integrated mainstream programme of training. Many of the women participants have started to demonstrate leadership qualities and are more active in the unions. Some have been elected to trade union office, some unions have established reserved seats for women on their boards and others have set up women's committees. As a result, traditional obstacles to the active participation of women in the activities of rural workers' organizations have started to be removed.

participation of women in rural workers' organizations. Teaching and audiovisual aids were produced for rural workers, as well as flipcharts and other training aids specially adapted and designed for the training of rural workers in developing countries — many of whom are illiterate.

In view of the impact of technological change on agriculture and the rural sectors, a subregional workshop on this issue for rural workers' organizations in South Asia was held in Sri Lanka in October 1995. The workshop assessed the organizational, economic and cultural effects of technological changes in agriculture and their impact on productivity, employment, the environment and sustainable development. The meeting also identified policies and legal instruments, including international labour standards, which could help rural workers' organizations deal with technological changes. The workshop focused on appropriate trade union action to address problems arising from technological change. This included raising awareness of the health and safety aspects of new technologies, such as pesticides and other chemical products used in agriculture. In view of the very large numbers of women workers in rural areas, including plantations, particular stress was laid on the importance of involving women in assessments of the impact of technological innovations in agriculture.

A particularly important service provided by trade unions to their members is workers' education. In the activities carried out by the ILO in support of trade unions, considerable emphasis continued to be placed on the development and strengthening of their workers' education programmes. Technical assistance activities for workers' organizations were designed to improve the access of their members to both formal and non-formal education. Advisory services and technical training were provided to national federations of workers' organizations in the majority of developing countries covering such areas as: the training of trainers; the planning and administration of educational systems for workers; the use of new technologies in applying experimental learning methods; and improved communications techniques to enhance the effectiveness of training. A series of high-level international courses to assist trade unions develop their priority programmes in workers' education and collective bargaining was also held at the Turin Centre for the various regions and linguistic groupings. In these activities, importance continued to be attached to promoting the ratification of the Paid Educational Leave Convention, 1974 (No. 140). In support of these activities, teaching aids, course outlines, training video cassettes and other teaching materials were produced and distributed. Four issues a year of the *Workers' Education* journal were published in English, French and Spanish. A training manual was also published on workers' access to education.[19]

In countries undergoing the transition to a democratic system and market economy, workers' education and other activities were designed to improve the capacity and knowledge of workers' representatives in the fields of collective bargaining and the application of international labour standards. These activities provided trade union activists in a majority of the transition countries with guidance and a working knowledge of participation in decision-making at the enterprise level and in workers' welfare schemes. They also covered social security services, the reconstruction of the industrial relations systems and the resourcing of trade union activities. Selected workers' education manuals were translated into the languages of the countries concerned and a conference on privatization was organized for trade unions in the Russian Federation. This conference provided an important opportunity for informing trade unions of the implications of privatization for industrial relations and the role played by collective bargaining in privatized enterprises operating in a market economy. Emphasis was placed on the importance of consultation and the involvement of workers' representatives in the privatization process of enterprises.

One of the greatest challenges confronting trade unions in the context of their involvement in the development process is how to respond to the implementation of structural adjustment programmes. To help trade unions develop an effective response to structural changes at the micro and macro levels, support was provided to their research and educational activities. A regional seminar on structural adjustment and employment policies was organized in October 1995 for trade union leaders in Latin America. This meeting provided trade unions in the region with an opportunity to analyse strategies to minimize the social costs and adverse effects of structural adjustment measures. Addressing a related issue, advisory services were provided to workers' organizations in the member States of MERCOSUR and ASEAN to help develop their response to the process of regional economic integration. These activities were designed to develop an understanding of the processes involved in regional integration and their implications. Emphasis was placed on the importance of workers' representatives being involved in these processes and on ways they could help to ensure compliance with the relevant international labour standards.

An increasing number of member States are adopting health and safety legislation requiring the establishment of joint safety committees composed of employers' and workers' representatives, in accordance with the Occupational Safety and Health Convention, 1981 (No. 155), and its accompanying Recommendation (No. 164). Workers' education activities were carried out in various regions to help workers' representatives develop the necessary skills to become effective members of safety committees and to influence decisions concerning occupational safety, health and the environment. Technical cooperation activities involving training for workers' representatives in safety and health and the environment were undertaken in a number of countries, including India, Malaysia, Philippines and Zimbabwe. These projects focused on the preparation of training materials and raising the awareness of trade union leaders and trainers on issues related to the environment, sustainable development and safety and health. Emphasis was placed on identifying action that could be taken by trade unions, including campaigns for the adoption of measures and regulations and the inclusion of clauses in collective agreements. Courses on occupational safety and health were also organized at the Turin Centre for trade unionists from the various regions. In support of these activities, a set of 12 modules of workers' education training materials on occupational safety and health were revised and updated.[20]

Notes

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[2] *Freedom of Association and Collective Bargaining*, Report III (Part 4B), International Labour Conference, 81st Session 1994.

[3] *ILO Law on Freedom of Association. Standards and Procedures*, 1995.

[4] *Digest of decisions and principles of the Freedom of Association Committee*, 4th (revised) edition, 1996.

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[6] *Positive action in employment: Persons with disabilities and ethnic minorities* (Provisional title, forthcoming).

[7] Tripartite Meeting on Maritime Labour Standards (1994). Report I: *Revision of the Labour Inspection (Seamen) Recommendation, 1926 (No. 28)*. Report II: *Revision of the Wages, Hours of Work and Manning (Sea) Convention (Revised), 1958 (No. 109) and Recommendation, 1958 (No. 109)*. Report III: *Revision of the Placing of Seamen Convention, 1920 (No. 9)*. Report IV: *Partial Revision of the Merchant Shipping (Minimum Standards) Convention, 1976 (No. 147)*.

[8] *Labour Law Documents*, 1994/1, 2 and 3 and *Labour Law Documents*, 1995/1, 2 and 3.

[9] Albania, Azerbaijan, Bahamas, Bangladesh, Belarus, Belize, Burkina Faso, Cambodia, Chad, Colombia, Congo, Côte d'Ivoire, Dominica, Egypt, El Salvador, Eritrea, Grenada, Honduras, Indonesia, Kazakstan, Lao People's Democratic Republic, Maldives, Malawi, Mauritania, Mauritius, Montserrat, Niger, Pakistan, Panama, Uzbekistan, St. Kitts and Nevis, South Africa, Ukraine, Viet Nam and Zimbabwe.

[10] *Unions in a changing world: Problems and prospects in selected industrialized countries* (forthcoming).

[11] *Settlement of labour disputes in essential services* (manuscript).

[12] *Workers' participation in work organization* (manuscript).

[13] *Relaciones de trabajo en Venezuela: Informe de una misión de la Oficina Internacional del Trabajo* (Labour-Management Relations Series, No. 79), 1995.

[14] Coal Mines Committee, Thirteenth Session, Report II: *Productivity and its impact on employment and labour relations in the coalmining industry* (1994); Committee on Work on Plantations, Tenth Session, Report II: *Labour relations on plantations in relation to productivity improvements* (1994); N.S. Jennings (ed.), "Productivity, employment and industrial relations in coal mines", in Sectoral Activities Programme Working Papers Nos. 76-78, 1994-95.

[15] *Workers' financial participation: East-West experiences* (Labour-Management Relations Series, No. 80), 1995.

[16] *The role of labour inspection in transition economies* (forthcoming).

[17] *The ILO in the service of social progress*, 1995.

[18] *ILO Law on Freedom of Association*, op. cit.

[19] *Workers' access to education: A workers' education guide*, 1995.

[20] *Your health and safety at work: A collection of modules*, 12 modules covering: instructors' guide, legislation and enforcement, your body at work, noise at work, ergonomics, AIDS in the workplace, using health and safety committees at work, controlling hazards, introduction to occupational health and safety and chemicals in the workplace — plus two volumes of appendices (forthcoming).

Fighting unemployment and poverty

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A considerable part of the ILO's work consists of providing practical assistance to constituents for the alleviation of poverty through the creation of employment opportunities and the improvement of existing jobs. Guided by international labour standards and democratic principles, the ILO's work to combat unemployment and poverty takes a variety of forms. First and foremost, emphasis is placed on the adoption of relevant policies and the creation of an environment that is conducive to employment promotion. Advice and guidance is therefore provided to constituents on employment policy and is closely supported by work to enhance knowledge of the labour market situation at the national and international levels, including the compilation and analysis of labour statistics and other labour market indicators. An important aim in this respect is to gain more widespread acceptance of the ILO's principles and concerns at the international level, particularly by the international financial institutions.

Another related aspect of the work of the ILO is advising on and demonstrating policies and measures to improve the performance of enterprises, including micro-enterprises, and encouraging entrepreneurship, particularly amongst the poor, through the promotion of self-employment, small enterprises and cooperatives. In many developing countries, a high proportion of the workforce — and particularly the most vulnerable workers — is employed in the informal sector. Alongside activities to promote productivity and improve the policy environment for informal sector operators, an interdepartmental project was undertaken during the biennium which focused on improving the working conditions and social protection of informal sector workers in three major capital cities in the developing world. Other activities promoted the introduction of appropriate technologies and the adoption of labour-intensive methods in large-scale investment projects. This work is instrumental in raising standards of living, often from a very low initial level.

This chapter also covers the ILO's work in the field of human resources development, where emphasis continued to be placed on identifying skill needs, adapting training policies and systems to respond to them as efficiently as possible, and extending access to training to vulnerable groups of the population — such as the poor, workers in rural areas, displaced persons and demobilized combatants in countries emerging from civil war.

World Summit for Social Development

The World Summit for Social Development, held in Copenhagen from 6 to 12 March 1995 under the auspices of the United Nations, clearly identified the role of the ILO within the United Nations system in the eradication of poverty and the promotion of employment. The ILO and its tripartite membership were involved in all stages of preparations for the Summit. The ILO's main contribution to the Summit was a paper entitled *Towards full employment*, which had previously been presented to an informal tripartite meeting at the ministerial level on employment during the 81st Session of the International Labour Conference in 1994. Shortly before the Summit was held, the Office published a report entitled *World Employment 1995*, which attracted a great deal of attention at the Summit.

All three groups of constituents played a very active part in the preparatory process and at the Summit itself, either as members of their national delegations to the Preparatory Committee and the Summit, or as members of the delegations of international organizations of employers and workers. The ILO was represented at the Summit by the Director-General and by a tripartite delegation appointed by the Governing Body.

As a result of this action, the Declaration and Programme of Action adopted by the Summit, which was attended by 121 Heads of State and Government, fully reflect the main objectives and concerns expressed by the ILO throughout the preparatory process. In the Declaration, the Heads of State and Government adopted ten commitments. All are of interest to the ILO, but of particular importance is commitment No. 3, in which the nations of the world undertake to promote "the goal of full employment as

World Employment 1995

Shortly before the Social Summit, the Office published the first of its regular reports examining the world employment situation. The report, entitled *World Employment 1995*, attracted a good deal of attention at the Summit.

The employment situation has deteriorated in most parts of the world over the past two decades. *World Employment 1995* identifies the creation of sufficient new jobs as the primary challenge of economic and social policy in most countries of the world. The report reviews the worldwide employment crisis and surveys global employment trends. It examines competing explanations for the emergence of high levels of unemployment and discusses major policy options for resolving the problem. It emphasizes the growing interrelationship between employment problems across countries in the increasingly globalized world economy and argues that strengthened international cooperation is therefore an important element of employment strategies.

Without a change in present policies, *World Employment 1995* warns that, with few exceptions, prospects for job growth will remain gloomy throughout the world. The relative neglect of employment issues (in contrast to the priority attached to combating inflation) has gone too far. A universal commitment to achieving full employment, a goal which many countries admittedly now believe to be unobtainable, is therefore necessary because a defeatist attitude risks becoming a self-fulfilling prophecy. The report states that the post-Second World War international commitment to the goal of full employment has been eroded, but that "its revival will provide the basis for the renewed international cooperation that is so essential for solving the employment crisis". Policy-makers need to recall that "a high and stable rate of productive job creation is the mainspring of equitable economic and social development".

The participants at the Social Summit appear to have taken heed of this central argument of *World Employment 1995*, since commitment No. 3 of the Declaration adopted by the Heads of State and Government states that the goal of full employment is a "basic priority of our economic and social policies".

a basic priority of our economic and social policies" and to "put the creation of employment … at the centre of strategies and policies of Governments, with full respect for workers' rights and with the participation of employers, workers and their respective organizations (…)". As part of this commitment, the Summit also undertook to "pursue the goal of ensuring quality jobs, and safeguard the basic rights and interests of workers and to this end, freely promote respect for relevant international labour Conventions, including those on the prohibition of forced and child labour, freedom of association, the right to organize and bargain collectively, and the principle of non-discrimination". The policies and programmes necessary to attain these goals are spelled out in some detail in a comprehensive Programme of Action which, among many other things, calls for promotion of the role of the ILO, "particularly as regards improving the level of employment and the quality of work". It also specifies that the ILO "because of its mandate, tripartite structures and expertise, has a special role to play in the field of employment and social development, to contribute to the implementation of the Programme of Action".

At its 264th Session (November 1995), the Governing Body discussed action to be taken to follow up the Summit. It was agreed that the Office would strengthen its dialogue and cooperation with the Bretton Woods institutions in the field of employment. It would also undertake several comprehensive national employment policy reviews, the modalities of which would be discussed in March 1996 by the Governing Body Committee on Employment and Social Policy.

Employment strategies

If they are to be successful in achieving sustainable development benefiting all categories of the population, member States have to be able to identify and adopt sound employment strategies which take fully into account both the external and domestic factors affecting employment and development. Yet many constituents lack the analytical and institutional capacity to design policies which are effective in stimulating employment and reducing income inequalities in a context of liberalization and global integration, technology transfers and heightened awareness of environmental issues. The objective of ILO activities in this field is therefore to enhance the capacity of constituents to formulate and implement comprehensive employment strategies and policies. With this objective in mind, the ILO is continuing to provide guidance and assistance to constituents, develop an appropriate policy framework and foster dialogue at the international level to influence the policies of the international community.

The ILO's activities at the international level, particularly in the context of the Social Summit and its dialogue with the Bretton Woods institutions, to ensure that sufficient emphasis is given to employment and social issues, were backed up by a number of studies on international trends and approaches to combating unemployment. These studies concerned: the employment implications of capital mobility;[1] shifts in the composition of output and employment by sector and their sustainability in the framework of adjustment;[2] lessons to be drawn for regional integration schemes from the experience of the European Union; the social effects of closer economic ties in East Asia; the changing pattern of world manufacturing production; and the relationship between direct foreign investment in developing countries and the relocation of polluting industries.

Economic policy and employment studies were undertaken at the regional level to advise constituents on ways in which macroeconomic policy might contribute to employment growth in an interdependent world.[3] These studies covered the situation in Latin America and the Caribbean, South Asia, South-East Asia, the Middle East and North Africa, sub-Saharan Africa, the OECD countries and Eastern and Central Europe. In general terms, the studies emphasized the need for the coordination of macroeconomic and labour market policies. They demonstrated that the principal requirement of macroeconomic policies was to ensure price stability, or if that was not possible, to adjust the exchange rate in order to preserve competitiveness. However, they stressed that labour market policies had to maintain a sustainable relationship between real wage growth and labour productivity through socially acceptable labour market institutions.

Unemployment problems are linked to changes in the sectoral distribution of employment, such as the decline of agriculture and the rise of services. As a guide to understanding this process and targeting policy measures, an analysis was made of sectoral shifts in employment over the past half century. It showed that, while manufacturing employment is falling in industrialized countries, it is rising in many developing economies; within manufacturing, the metal-based industries have enlarged their share of total employment. Some of the apparent shift in employment may also be due to the contracting out of activities from "manufacturing" to "service" enterprises.[4] Sectoral meetings in 1994-95 examined the specific characteristics of employment trends and changing skill requirements in the metal trades, railways, clothing and chemical industries.[5] The conclusions adopted by these meetings reflect a wide measure of tripartite agreement on the general policies that are appropriate to this situation, in particular industries, in respect of employment, training, work organization, redeployment, separation from the industry and related matters.[6]

The findings and recommendations of these studies were relayed to constituents through advisory services designed to increase their knowledge and understanding of both the domestic and global context as it affects employment strategies and policies. These services included assistance in developing proposals for poverty alleviation and employment-generation policies and programmes. Technical cooperation activities in a number of countries, including Argentina, Colombia, Gabon, Lesotho, Madagascar, Namibia, Indonesia and Papua New Guinea, were also carried out to increase capacities in the fields of labour market monitoring and the collection of labour market information, with a view to providing a better basis for policy formulation and implementation

Structural adjustment policies and measures continued to be an important factor in the national policy environment in many member States during the biennium. As a basis for policy advisory services, the effects of these policies and measures on employment strategies were investigated in a number of country studies. In Barbados, an examination was made of how sound fiscal policies could lead to both stabilization and employment creation.[7] Other studies carried out in Guyana and Jamaica, India, Mexico and Colombia, the United Republic of Tanzania, Zambia and Zimbabwe concentrated on policy reform and poverty alleviation. They analysed the characteristics of the poor and sought to identify specific measures through which they could be provided with direct assistance. The studies concluded that, although structural reform programmes could help to alleviate poverty by raising the rate of economic growth and increasing demand for the goods and services produced by the poor, at best their contribution to poverty alleviation was only indirect and protracted. They also emphasized that, to be effective, anti-poverty programmes had to be carefully planned and well targeted.[8]

One of the findings of the interdepartmental project on employment and structural adjustment carried out during the biennium 1992-93 was that in many countries there was either no involvement or an insufficient level of participation by the social partners in the formulation of employment and adjustment policies. With a view to identifying an approach to remedy this failing, an investigation was carried out in Kenya, United Republic of Tanzania, Uganda, Zambia and Zimbabwe in cooperation with workers' and employers' organizations. The investigation concluded that the main reasons for the absence of consultation on adjustment and employment policies were a lack of technical capacity on the part of trade unions, combined with an unfamiliarity among governments of the structures and framework for effective tripartite consultation. Seminars were organized with the governments and the social partners to increase awareness of these issues and to recommend practical solutions by means of capacity building in workers' and employers' organizations.

Many member States are facing critical decisions on structural adjustment measures, including privatization programmes, as they are trying to improve the effectiveness of public services without increasing poverty and social tensions. Analyses were made of the impact of structural adjustment, human resource development and other policies on public utilities in sub-Saharan Africa, on public services in selected African countries and on education services.[9] In this context, advisory assistance was furnished to Mali on public sector reorganization and to Mauritius on civil service administration; regional training programmes were also organized by the Turin Centre for the public administrations of French-, English- and Portuguese-speaking African countries. Similar assistance was delivered to the education and training services of English-speaking African countries.

In the field of labour market policies, a sound understanding of how jobs are created, preserved or destroyed is critical to the design and assessment of effective policies. One innovative way to achieve such an understanding is to collect enterprise-level data for examining how jobs are promoted and preserved. The ILO is at the forefront of the development of this approach through its enterprise labour flexibility surveys which have been carried out in 14 countries. During the biennium in question, this work provided the basis of the provision of assistance at the national level. One example was the Republic of South Africa, where the ILO commenced a comprehensive review of labour market developments in the country in support of the work of the Presidential Labour Market Policy Commission. Another illustration was China, where policy seminars were held, research carried out on important labour market issues and data collected and analysed. A survey of 300 enterprises in the country's five largest cities showed that state-owned enterprises were underperforming, employment was concentrated in large enterprises and the potential of small and medium-sized enterprises was undeveloped. It also provided further proof of the growing problem of the labour surplus in the urban industrial sector and indicated the policy reforms most desired by enterprises, including state assistance to redeploy workers and closer linkages between labour market reforms and reforms of the social services and social security system. The results of the survey were widely discussed at both the international and national levels, and provided a basis for the adoption of the Employment Promotion Law.

Labour statistics

Labour statistics deal with sensitive and important issues such as employment and unemployment, wages, working time, labour costs and prices and incomes, which are of vital importance in the lives of the whole population. Reliable statistics are essential for the effective design and targeting of policy interventions on all these issues and also provide a firm basis for social dialogue and collective bargaining. In an increasingly globalized world, it is very important for statistics to be internationally comparable. The ILO's statistical activities are therefore aimed at developing international standards for labour statistics; helping countries to apply these standards and produce useful, reliable and comparable labour statistics; and providing users all over the world with the most important labour statistics for as many countries as possible. The foundation of this work is the continued development of internationally approved guidelines on labour statistics, the framework for which is contained in the Labour Statistics Convention, 1985 (No. 160), and its accompanying Recommendation (No. 170). The detailed guidelines take the form of resolutions adopted over the years by the International Conferences of Labour Statisticians (ICLS).

In 1994 and 1995, work on the development of statistical standards centred on the follow-up to the recommendations of the 15th ICLS and preparations for the 16th ICLS. One important aspect of this work was the revision of existing international standards for the measurement of underemployment. An alternative definition of underemployment was developed which overcomes many of the conceptual and measurement limitations of the current definition and which can be applied using conventional measurement methods. This definition is described in a report which has been distributed to a number of experts for comments and which will be submitted to a meeting of experts early in the next biennium.

The ILO's work on the development of statistical methodologies to measure child labour is described in the box opposite, while work dealing with the compilation of statistics on the informal sector is described later in this chapter.

The International Standard Classification of Occupations (ISCO) provides a basis for the compilation of internationally comparable statistics disaggregated by occupation and sector. The latest version of the Classification, ISCO-88, is now in use in about 50 countries, where a national classification of occupations based on ISCO-88 has been or is currently being developed; many other countries still use the previous version, ISCO-68. During the biennium, support was provided to the Statistical Office of the European Union (EUROSTAT) in its efforts to introduce a common occupational classification for European Union countries and in its activities to develop new occupational classifications in countries undergoing the transition to a market economy. Assistance was also provided to the Secretariat of the Commonwealth of Independent States (CIS) for the development of a common classification of occupations for use by member States. A workshop on occupational classifications, organized in Moscow for these countries in November 1995, provided further support for the officials responsible for their application.

Various forms of technical assistance were provided to member States in the different fields of labour statistics. Technical advisory services on the production of labour statistics were provided to nearly 30 countries. Technical cooperation projects to support the development of national systems for the compilation of labour statistics were undertaken in Azerbaijan, Turkey and the Occupied Territories. With a view to assisting countries undergoing the transition to a market economy, a conference was organized in Belarus on the restructuring of labour statistics in transition countries. The participants took stock of what had been achieved and mapped out what still needs to be done to produce reliable and consistent labour market statistics as a basis for policy-making and in response to information needs in countries in transition. To provide further guidance to CIS countries, three statistical manuals were also published in Russian.

Developing statistics on child labour

Member States need to be able to produce reliable statistical data on the various aspects of child labour in order to be in a position to develop effective strategies and programmes to combat the problem. However, an initial investigation of the availability and quality of statistical data on working children in more than 200 countries and territories showed that in the majority of cases no such data existed. Even in some of the countries where official statistics were available, they were deficient in a variety of ways.

The main reason for the dearth or absence of statistics on child labour is the lack of an appropriate survey methodology and the failure to identify clear concepts, definitions and classifications of the factors and variables related to working children. Special methodological approaches were therefore developed for the quantification of child labour in all its forms. These were based on the application of sampling techniques at various levels, including households, employers, street children, communities and villages and towns. Assistance was provided to the national statistical offices in Ghana, India, Indonesia and Senegal to test these methods through surveys, which confirmed that a very large proportion of children work in non-school activities.[1]

The results of the experimental surveys and the lessons learned were discussed at an interregional seminar attended by statisticians, child labour specialists and the survey team leaders from the four countries. The conclusions and recommendations of the seminar were published in a manual containing detailed technical guidelines to assist national statisticians collect reliable and detailed data on child labour through the application of the methodology, either by including a module on child labour in an ongoing national survey programme, or through separate child labour inquiries conducted at regular intervals.[2]

During the biennium, assistance was provided in Bangladesh, Indonesia, Nepal, Pakistan, the Philippines, Thailand and Turkey for the application of this methodological approach and the execution of sample surveys of child labour. Survey instruments were also developed for a study of child labour in South-East Asian manufacturing industries, which was carried out in Indonesia, the Philippines and Thailand. In addition, a special database (CHILDSTA) was established and is being updated with the data collected in various surveys.

[1] *Child labour surveys: Results of methodological experiments in four countries, 1992-93* (forthcoming).

[2] *Surveys of child labour and activities of children: An ILO manual on concepts, methods and procedures* (in preparation).

The ILO continued to fulfil an important role in the dissemination of authoritative and internationally comparable statistics on labour matters covering a large number of countries. The 1994 and 1995 editions of the *Year Book of Labour Statistics* were published. The *Year Books* continued to be sold together with a volume of the series *Sources and Methods:*

Labour Statistics. The first edition of *Volume 6: Household income and expenditure surveys* was sold as a companion volume to the 1994 *Year Book*, while the second expanded edition of *Volume 2: Employment, wages, hours of work and labour cost (establishment surveys)* accompanied the 1995 *Year Book*. The quarterly *Bulletin of Labour Statistics* continued to contain updated statistical tables, methodological information and notes covering a wide range of labour statistics. Two separate issues of the *Bulletin* presented the 1993 and 1994 results of the October inquiry on occupational wages and hours of work and on retail food prices. A new edition of *Household income and expenditure statistics, No. 4, 1979-91* was also issued in 1995 containing data covering 82 countries.[10] This is the only publication containing comprehensive international information on the sources and distribution of household income and on patterns of household consumption expenditure according to income and expenditure levels. As such, it is widely recognized as a valuable source of statistical data for studies of income distribution and living standards.

International Institute for Labour Studies

The International Institute for Labour Studies fulfils a triple role in support of the activities of the Organization by: opening up new perspectives for the work of the ILO, promoting exchanges between ILO constituents and the academic community and providing an educational facility through which policy-makers can be familiarized with the processes of tripartite dialogue and policy formulation. During the biennium, the Institute's programmes continued to be implemented through research networking, the organization of social policy forums, educational and capacity-building activities and the dissemination of information.

The Institute's work focuses on the changing relationships between labour institutions, the organization of production and economic development. Throughout the period under review, this core theme was examined in the light of four issues: poverty and social exclusion, equality for working women, economic interdependence and labour standards. Work on social exclusion focused on the interrelationships between poverty, employment and social integration. Building on the outcome of a symposium on new approaches to poverty analysis and policies[11] and the findings of a comparative study on social exclusion in several countries and a number of subregions,[12] an approach to social exclusion was elaborated which emphasized the importance of participative institutions for social dialogue and highlighted the potential role of the ILO's tripartite constituency in ensuring the cohesion of civil society. Hitherto used mainly in policy debate in Western Europe, the concept of social exclusion was developed to make it relevant to the design of anti-poverty policies in a wide variety of country settings, including developing countries and those undergoing the transition to a market economy. This work paves the way for participatory policies which seek to transform the disadvantaged from passive recipients of social assistance to active agents in society and the economy. As a follow-up to this work, a publication on social exclusion[13] was prepared and discussed at an international symposium held in conjunction with the World Summit for Social Development. Two regional seminars in Asia and Latin America, and a national workshop in Chile, were also organized to examine the usefulness of the concept to policy-makers.

One aspect of the Institute's work during the biennium was to try and enhance the effectiveness of employment policy interventions in Africa by compiling and assessing data on the functioning of African labour markets. Two publications examined the nature of the institutions that determine how labour is mobilized, used and remunerated in selected sub-Saharan African countries. The first, on labour markets in Africa,[14] was based on three studies analysing the effects of structural adjustment programmes on labour markets, and particularly on access to employment, its level and composition and the incidence of poverty. It underlined a number of factors vital to the design of more effective policies to combat urban poverty. These included: a more pragmatic approach in the implementation of structural adjustment programmes; the rethinking of current policies for the promotion of self-employment; the reorganization of institutions linked to apprenticeship; and the development of new policies on education and training. An assessment was also made of the effectiveness of formal labour regulation in informal contexts where traditional cultural values play a major role. The second publication, on urban labour markets and poverty in Africa,[15] examined the relationship between deprivation and labour market mechanisms in six sub-Saharan African countries. It suggested that, with structural adjustment programmes influencing labour mobility towards the informal sector, targeted interventions towards the poorest groups were necessary and should include policies to promote access to training. Policies should be adopted to promote micro-enterprises and entrepreneurship and measures to assist the self-employed should be redesigned.

Labour markets in different parts of the world are becoming increasingly interlinked through foreign direct investment and changes in the organization of production. In January 1995, a forum was held in Bangkok to help define social policy options for enterprises, unions and governments in a world economy which is rapidly becoming global; this brought together representatives of the ILO's tripartite constituency and academics. The forum discussed the manner in which foreign direct investment and trade were linking the countries of East and South-East Asia in a vertical division of labour and considered the strategies they could pursue in attracting foreign direct investment and sustaining participation in regional and international markets on the best possible terms for employment and economic development. A research network of academics from North America and Europe was set up to explore the prevailing patterns in the multi-firm, cross-border organization of production, and identify strategies for local economic development that combine participation in international markets with good sustainable jobs and the potential for linkages to the local economy. Data from this project are expected to lead to the identification of the social and industrial policies most likely to assist countries gain access to global markets.

With a view to disseminating information about the ILO, its programmes and its tripartite means of action among future policy-makers in the field of labour, and to providing a forum for dialogue, two internship courses on active labour market policies were organized in Spanish (1994) and English (1995) for 41 officials from labour ministries and employers' and workers' organizations.

Policies and programmes for development

One of the most direct contributions that the ILO can make to poverty alleviation is the provision of assistance in the design and implementation of anti-poverty strategies based on job creation and the application of labour standards. This assistance continued to take the form of advisory services on employment creation and poverty reduction policies and programmes, as well as the design and implementation of employment-intensive development programmes, especially in rural areas. Technical cooperation activities were carried out in support of vulnerable categories of the population and assistance was provided to constituents in the design of population policies.

In this context, technical assistance was provided in some 30 member States during the biennium. The principal aim of these activities was to influence investment policies with a view to maximizing their employment creation potential and enhancing the capacity of the private sector to generate employment and reduce poverty. Pilot projects were implemented and training provided to public officials, technicians and entrepreneurs to demonstrate how investment projects in the infrastructure and construction sectors could be implemented in a cost-effective manner using labour-intensive methods. In these activities, linkages were enhanced between investment and employment policies and private sector development. This approach provides a good opportunity to promote the relevant international labour standards by introducing appropriate criteria and social policy requirements into contract systems and procedures. The standards in question included those relating to minimum age, non-discrimination, minimum wages and protection against work accidents.

The policy principles and objectives underlying these activities were also disseminated through seminars, series of guidelines,[16] conceptual works[17] and training materials.[18] Tripartite seminars on employment-intensive investment policies and labour standards were held in Madras for eight South Indian states and in Harare for nine southern African countries. Another seminar was organized in January 1995 for labour-based practitioners in the road sector in sub-Saharan Africa.[19] With a view to applying employment-intensive works programmes for the reintegration of demobilized soldiers into civilian life, guidelines were produced on the basis of experiences in Uganda, Cambodia and Mozambique.[20] These guidelines were reviewed and redefined at a meeting of experts held in Harare in 1995. They show how the planning and implementation of employment-intensive works programmes can make a major contribution to the national reconstruction process and to the reintegration of demobilized soldiers, through the combination of large-scale job creation, the rehabilitation of damaged infrastructure and national capacity building. The guidelines take into account the situation in post-conflict areas, including the lack of

Employment-intensive works programme in the United Republic of Tanzania

The lack of a viable road network is a major impediment to development. Road-building is therefore given high priority in developing countries by both governments and donors. But there is a danger that countries will not reap the full benefit from their investment, especially in terms of employment generation, if international contractors are hired using equipment-based techniques which are not adapted to subsequent local maintenance operations.

The use of employment-intensive techniques is being promoted by the ILO in a number of African and Asian countries, including Cambodia, Ghana, Indonesia, Lesotho, Madagascar, Nepal, the United Republic of Tanzania and Zimbabwe.

In the United Republic of Tanzania, the road network is undergoing extensive rehabilitation and maintenance under the Government's Integrated Roads Project, supported by some $900 million in funding from donors. In the context of a three-year project, the ILO has been providing assistance in the use of labour-intensive methods. This assistance has included the development and application of labour-intensive road-building and maintenance techniques to local conditions, the demonstration of these techniques and the provision of training and advisory services to Tanzanian organizations, particularly the National Construction Council, to institutionalize the use of employment-intensive technology. The focal point of the assistance is the six months' training, including trial contracts, provided to 30 contractors, each of whom is expected to employ up to 200 workers.

Experience from similar projects shows that the application of these techniques, instead of conventional equipment-based methods, increases employment by over 300 per cent per kilometre of road; furthermore, this approach is approximately 10 per cent cheaper and reduces the foreign exchange cost by some 50 per cent. The work produced is entirely comparable in terms of quality. A new rural and urban infrastructure rehabilitation project, designed for implementation using mainly labour-based methods, has also been commenced in the United Republic of Tanzania. Under the two projects it is estimated that, with continued monitoring, up to 50,000 work-years will be created on a short-term basis every year.

ILO involvement in the introduction of employment-intensive techniques also provides a good opportunity for the gradual introduction of the relevant labour standards in areas such as wages, minimum age, conditions of work and non-discrimination, through clauses in contract documents and the integration of these concerns in training courses. The result has been not only the development of the entrepreneurial, managerial and technical skills of the contractors, but also the creation of income-earning opportunities for women as well as men, largely in rural areas.

security due to land mines, the destruction of infrastructure and inadequate institutional capacity in the areas of project implementation.

An important aspect of poverty alleviation programmes and policies is that they need to be based on sound information if measures are to be targeted accurately and effectively. Work continued during the biennium on improving the tools for poverty monitoring. The ILO's detailed compendium of data on the incidence of poverty in developing countries was updated and expanded to include statistics on poverty in industrialized nations and countries in transition, as well as data on income distribution for all types of countries.[21] On the basis of these data, a review was undertaken of trends in poverty and inequality in developing countries.[22] The review suggested that, although the overall incidence of poverty throughout the developing regions was likely to fall in the years to come, the ranks of the poor in sub-Saharan Africa were likely to swell. It also showed that, while poverty has tended to be more prevalent in rural than in urban areas, this asymmetry may disappear in the years to come.

To provide a strong theoretical basis for the poverty alleviation activities that the ILO has been carrying out for many years, and to ensure that these are fully adapted to current trends and events, a number of studies were undertaken to assess the reasons for the success or failure of anti-poverty policies, programmes and projects. Based on evaluations of a large number of projects and programmes, successful anti-poverty programmes were reviewed and recommendations formulated.[23] An analysis of recent experiences in Latin America emphasized the need for policies to ensure sustained economic growth and strengthen the link between such growth and poverty reduction.[24] A review of rural poverty issues in Asia pointed to the lessons for South Asian countries of the development experience in East Asia,[25] including the need for beneficiary groups to be involved in the targeting of interventions.

Acknowledging that progress was contingent upon a political base to support reform, an examination was undertaken of how to build constituencies for anti-poverty strategies.[26] The study examined the means by which coalitions and alliances could be formed to promote social action, and the ways in which support for social policies could be harnessed and organized. Another study was undertaken to analyse the consequences on the rural sector of the shift from state-sponsored to market-oriented development strategies and of the growing integration of the world economy.[27] The study pointed to the renewed interest in rural development policies and emphasized the significance of popular participation and the promotion of the non-farm sector. Finally, at the regional level, a review was undertaken of the special features of African economies and family structures with a view to explaining the lack of success of adjustment programmes and price reforms in bringing about a transfer of resources from urban areas to the rural sector and from food crops to export crops.[28] It found that adjustment programmes were locking African countries into their role of suppliers of primary products, the prices of which were declining. Indeed, a much wider vision of the role of economic policy was needed if African countries were to return to the path of development, rather than just growth — and this included the diversification of their economies away from agriculture and export crops to industrialization.

Technological change is another important issue that has to be taken into account by policy-makers. Work was therefore undertaken on the impact of new technologies in the agricultural and industrial sectors. A survey of evidence from Latin America suggested that the jobs and incomes of the rural poor were threatened by the development of substitute products in advanced countries. The report stressed the need for timely policy measures for agricultural diversification and shifts in production to redeploy workers made redundant in the export sector.[29] In this context, an ILO household survey on the adoption of modern agricultural and soil conservation technologies emphasized that it was essential to take account of local agricultural conditions when selecting environment-friendly agricultural technologies. By way of illustration, employment-intensive soil conservation technologies would be appropriate in the highly overcrowded uplands in the Philippines; however, in scarcely populated Latin American highlands, where land conservation practices were being abandoned due to labour shortages, labour-saving soil conservation methods were needed.

The issues of poverty and sustainable human resources development are closely linked to the question of population policies. Assistance continued to be provided during the biennium to many developing countries, particularly in sub-Saharan Africa, to support the development and implementation of national population policies. Capacity-building activities included the provision of support for national and regional training programmes, particularly in Asia and Africa, and the development and dissemination of training materials, including computer software packages for the preparation of population and labour force projections. Assistance was provided to employers' and workers' organizations to strengthen their capacity to undertake information and educational activities to protect the welfare of workers and their families. A workshop was organized in 1995, in collaboration with the Organization of African Trade Union Unity (OATUU), on the role of African trade unions in the formulation and implementation of national population programmes. Emphasis was placed in all these activities on promoting awareness of gender and equity issues.

Informal sector

Over the past 20 years, the ILO has carried out a good deal of pioneering work on the informal sector which has contributed to a greatly improved understanding of the nature, characteristics and extent of this sector. Most of the ILO's work in this field has been devoted to employment, training and enterprise development. While work in these areas continued during the biennium, an interdepartmental project was also launched to focus on ways to protect the rights of informal sector workers and producers, progressively extend social protection to them and improve the conditions under which they work. In view of its experimental nature, the project was implemented in three cities — Bogota, Dar es Salaam and Manila. In close collaboration with municipal officials and representatives of the concerned parties, studies were carried out in each city to increase knowledge of the informal sector, implement programmes to pilot test new approaches to improving conditions, and organize activities to build consensus on the needs of this sector; these studies also examined the means by which the conditions of informal sector workers could be improved and how informal sector operators could enter the formal sector more easily.

A project advisory committee was set up in each of the three cities early in the biennium to engage in a continuous dialogue with the Ministry of Labour, the municipal authorities, local researchers, employers' and workers' organizations and other interested NGOs, as well as associations of informal sector producers. These bodies played an important role in enhancing the commitment of local partners to develop joint programmes in a demand-driven manner. At the end of the biennium, seminars were organized in each of the cities to review progress and identify action to replicate the demonstration projects.

Information-gathering activities and analysis in the three cities focused on the following seven related areas: the role of the informal sector in the wider economy, including its contribution in respect of employment, the national balance of payments and the achievement of social and economic policy objectives; the policy and regulatory framework within which micro-enterprises operate; the access of informal sector operators to productive resources, such as financing, training, the transfer of technology, marketing and subcontracting; the social security coverage of informal sector workers; how to improve working conditions in the informal sector; the prevalence and situation of child workers in the informal sector; and the various types of association of informal sector operators. A number of studies were carried out in each of these areas, including some innovative investigations based on information gathered from informal sector micro-enterprises, which provided the basis for a range of pilot projects in each city.[30]

Statistical methodologies were tested and large-scale statistical surveys undertaken in the three cities covered by the interdepartmental project. These surveys were instrumental in developing, testing and evaluating methodologies for informal sector data collection on the basis of the international guidelines adopted on informal sector statistics by the 15th International Conference of Labour Statisticians (ICLS). The methodology was based on mixed household and enterprise surveys. This method was considered most appropriate as the aim was to obtain comprehensive data on the informal sector as a whole (including activities conducted without recognizable business premises or any fixed location), and to analyse the various activities undertaken by the same households or enterprises.

The surveys showed that the informal sector played an important role in employment and income generation in the three cities. They also confirmed that there was a need to increase productivity in informal sector activities, provide basic social protection and improve working conditions through the gradual application of the relevant international labour standards.

On the basis of information gathered and the needs identified, a number of pilot projects were launched in each city. One of the pilot projects carried out in Dar es Salaam consisted of training to upgrade the skills of over 100 leaders of community associations in three neighbourhoods. In addition, leaders of associations of micro-enterprises received training on ways to improve their management and offer their members improved

Informal sector development in Benin

The informal sector in Benin accounts for approximately 90 per cent of the urban and semi-urban labour force. A number of projects have been undertaken to survey the characteristics and needs of the informal sector, and to demonstrate effective approaches to its development.

First an overall survey was carried out of the informal sector in Benin in the ten major urban areas (this type of survey has been carried out in very few countries).[1] This was supplemented by sample surveys to determine the contribution of various types of informal activities to the national economy, as well as their potentials and constraints. Thematic surveys were also undertaken to assess the need for policy and other reforms in such areas as fiscal policy, training, marketing and financing. This work provided the basis for the preparation of manuals to support the implementation of census surveys and sectoral studies of the informal sector in other countries.[2]

Other innovative projects were implemented in four towns to develop the informal sector through the creation of jobs and the improvement of productivity and incomes. Informal sector operators were assisted through the establishment of credit and savings associations, as well as centres for the renting out of equipment that they would have otherwise been unable to afford. A total of 70 credit associations provided loans to over 2,000 artisans, equally divided between men and women. The associations are managed by the beneficiaries and the recovery rate for the loans exceeds 90 per cent (the required level for sustainability). Four equipment centres were established in two towns. Three of the centres are now financially sustainable, generating resources through the fees charged to members. In addition to renting out equipment, they supply micro-entrepreneurs with new designs and product ideas, provide space for meetings and storage, and organize training programmes. Both types of associations have also been instrumental in endowing informal sector operators with greater bargaining power and representation.

In view of the experience gained through these projects, the ILO has been requested to act as the lead agency in a larger programme to strengthen the private sector as a whole in Benin.

[1] *Analyse des résultats du recensement national des établissements économiques urbains du Bénin*, C. Maldonado (1994).

[2] *Analyse des résultats de l'enquête sur les établissements économiques du Bénin*, C. Maldonado and C. Moreau (forthcoming); *Manuel méthodologique pour le recensement des établissements économiques informels*, C. Maldonado (forthcoming); and *Manuel méthodologique pour l'enquête des unités économiques informelles*, C. Maldonado (in preparation).

business-related services. Another project in the same city provided assistance to cooperatives and associations of micro-entrepreneurs which consisted of concluding health provider contracts, enabling them to obtain cheaper care from pharmacies, doctors and hospitals and the establishment of joint funds to cover medical costs for their members, particularly in the event of accidents.

The projects carried out in Manila included support and training guidance for volunteer health workers to improve the working conditions of *retaso* workers, who are mostly women working at home producing simple goods from remnants of material. A questionnaire survey was also conducted on the working conditions of community health workers working under Save the Children and guidance and training were provided on ways to improve these conditions through simple measures. Support, including training for trainers, was provided to trade unions operating in the informal sector to help them: organize credit cooperatives for tricycle taxi and *jeepney* operators; assist cooperatives of informal sector workers to provide services in the fields of social security and safety and health; disseminate information to informal sector associations and workers on existing social security schemes; and undertake activities to improve the safety and health of workers making stuffed toys.

The projects carried out in Bogota included setting up an advisory centre in Ciudad Bolivar, one of the largest slum suburbs of the city. The centre provides guidance in many areas to micro-entrepreneurs and their associations, particularly in the field of productivity improvement. In collaboration with four national trade union federations, activities were carried out to establish and strengthen associations representing various categories of informal sector workers, such as street vendors working from small kiosks. Seminars were held for the representatives of these associations on the services that are available to them, the improvement of working conditions and the extension of social protection to the informal sector. The seminar on social protection, held in November 1995, explored the possibility of informal sector entrepreneurs setting up mutual health enterprises (*empresas solidarias de salud*), which benefit from generous state subsidies in Colombia.

In addition to this aspect of the interdepartmental project, demand continued to increase for assistance in improving productivity, incomes, working conditions and the social protection of informal sector workers. The technical cooperation projects carried out in response to this demand concentrated on: promoting an enabling business and regulatory environment for micro-enterprises; improving their access to training and other services; facilitating access to more profitable markets and better premises;

improving their linkages with sources of finance, such as banks and credit schemes; establishing and strengthening associations of informal sector operators; and improving working conditions and social protection for informal sector workers.

Assistance provided to the Government in the United Republic of Tanzania contributed to the adoption of the first national policy for the informal sector. Associations of informal sector operators were set up in several sectors, including food processing and the production of building materials, with premises found by the local authorities. Assistance was provided to one association to secure subcontracts from the local authorities for sanitation and garbage disposal, thereby associating the informal sector with the improvement of the environment. In the Philippines, the Government was advised on ways to restructure the public agencies involved in enterprise development by gradually transforming them into private or semi-private bodies, so that they might improve services to informal sector enterprises. Henceforth the role of government agencies will mainly be confined to improving the policy and regulatory framework for the informal sector. As a result of support provided to further strengthen the associations representing micro-entrepreneurs at the local, national and subregional levels in countries of Central America, these associations have now achieved sufficient recognition to advance the interests of their members through policy dialogue with the authorities at these levels.

Technology remains a major barrier to the development of many micro-enterprises. Technical cooperation projects were undertaken in Benin, Côte d'Ivoire, Ghana, Kenya, the Philippines and Thailand to enhance productivity through improvements in technology in such sectors as food-processing, metal-working and the production of building materials. These projects aimed to strengthen associations of micro-enterprises by supplying them with improved equipment and tools, providing training in their use and promoting their production by local manufacturers. Activities also included the dissemination to users of technical information, for example through the organization of visits between equipment suppliers and informal sector operators.

Cooperatives

At a time when the role of the State in economic life is diminishing, cooperative enterprises, particularly in agriculture and agroindustry, are ideally placed to provide sustainable employment for large numbers of people, including those made redundant as a result of adjustment and privatization measures. The objective of ILO activities in this area is to develop democratically organized and well managed cooperative enterprises, capable of providing incomes and services for their members.

In the developing world and in economies in transition, the accelerating trend towards market liberalization makes it imperative for cooperatives to improve their management and competitiveness and to expand the participation of their members. Acting as a facilitator in this process, the ILO helps constituents identify factors which can contribute to the creation of a favourable national environment for the development of genuine cooperatives. An analytical study was carried out in Asia on the legal, structural and managerial issues involved.[31] A Meeting of Experts on Cooperative Law was also held in May 1995 to review the regulatory role of the State, the impact of labour law on labour relations in cooperatives and the linkages between cooperative law and international labour standards. The meeting analysed the current situation in industrialized and developing countries, as well as in economies in transition, and recommended a series of measures for the liberalization of cooperative legislation. The experts emphasized the need for a reduced role of the State in cooperative affairs. They also pointed to the need to adapt labour law, including such aspects as safety and health and social security, to work performed by independent, self-employed and non-salaried workers so that it would take account of codetermination and participatory forms of collective work, rather than being based on the employer/employee or owner/worker relationship. This guidance was used to develop the assistance provided to constituents through COOPREFORM. Under this programme services were provided, information disseminated and workshops organized for policy-makers to support the formulation of coherent cooperative development policies and reform cooperative legislation. The programme was active in countries where the cooperative movements were affected by structural adjustment programmes, particularly in Southern Africa and Asia.

A cooperative for Bhumij tribal women in Durgapur

Following in the footsteps of other ILO cooperative programmes, such as ACOPAM, which have been promoting the alleviation of poverty through self-reliance for a good many years now, a new programme was launched (INDISCO) to support the development of tribal people through participative organizations. It commenced with a number of pilot projects, one of which covered the village of Durgapur in the Indian State of Orissa.

Durgapur has a total population of just over 600 from the Bhumij tribe, who live well below the official poverty line. The economy is based on very small-scale agriculture, with fairly undeveloped cottage industries involved in silkworm rearing, sabai grass cultivation and rope making, as well as the collection of sal leaves to make leaf cups. The project commenced with a general meeting of the village to identify an activity that could be developed. Although a feasibility study had shown that sal leaf cup making was not the most profitable of the potential activities, it was the easiest and cheapest to develop.

The villagers decided to set up a Mahila Mandal cooperative association with 20 women members. They also decided that, instead of selling the sal leaves in the local market, they would purchase machines to make the leaf cups directly. The women were taught how to use these machines and received training to improve their literacy. They were helped with the formalities of registering their association and in gaining access to credit to buy further machines and materials. They soon expanded their activity to take in other village members and, as the quality of their work improved, buyers started coming to the village to collect the bundles of cups.

When it started to develop, leaf cup making provided gainful employment for 20 households, with the workers earning twice the daily wage of male agricultural labourers. As the women earned money, their status in the community changed. It was then decided to set up a larger cooperative society to provide further employment in other activities, such as rope making and silkworm rearing. The pilot project was also extended to cover another five villages, with the establishment of a larger apex cooperative body.

During the biennium, four pilot projects were launched in both India and the Philippines. Training materials were also developed and extension workers trained as a basis for the further expansion of these activities.

The COOPNET programme, working closely with the International Cooperative Alliance (ICA), supported networks of cooperative management training institutes in Africa, Asia and Latin America so that they might assist each other in improving the design and implementation of cooperative management training programmes, human resource development planning and the training of trainers. Through the provision of information, advice and consultancy services, as well as the organization of regional and national workshops and seminars, it promoted the exchange of knowledge and experience in human resource development, and informed affiliated institutions about new developments and innovative approaches in this field.

The INTERCOOP programme promoted commercial exchanges, business partnerships and exchange of know-how between cooperatives in developing countries and their counterparts in the developed countries. For products which responded to a real demand and were of high quality, the assistance consisted of informing cooperative-type enterprises about export/import potential, bringing cooperative enterprises into contact with importers or exporters and providing international market information on quality requirements, new technologies and changes in demand. As well as giving advice on marketing, legal, financial and other issues, it arranged for direct technical exchanges and mutual advice between cooperative trade partners. It covered West Africa, East Africa, the Maghreb countries and Eastern and Central Europe.

A poverty alleviation programme, based on the participatory methodology developed in the ACOPAM project, was implemented to strengthen national capacities for the promotion of sustainable social and economic development at the grassroots level. Work continued, particularly in Burkina Faso, Mali, Mauritania, Niger and Senegal, on the development and strengthening of cooperatives in activities suited to local conditions. These activities included the management of irrigated and wooded areas; the management of agricultural land — particularly through the establishment of cereal banks and marketing cooperatives; and the development of cooperative activities for women, including financing schemes. ACOPAM was active mainly in French-speaking Africa. As a result of its work over the years, the programme has significantly increased the food security of its beneficiaries. A local economic development (LED) programme promoted cooperative entrepreneurial initiatives through an active partnership including all the socio-economic actors in a local community. The programme covered Central America (PRODERE), West Africa and Central and Eastern Europe. The interregional programme to support self-reliance of indigenous and tribal communities through cooperatives and other self-help organizations (INDISCO) also commenced pilot activities in India and the Philippines to support the application of the Indigenous and Tribal Peoples Convention, 1989 (No. 169). Under this programme, the cooperative approach was applied to the development of the indigenous economy with a view to alleviating the effects of involuntary displacement, managing natural resources and protecting the environment in areas inhabited by indigenous and tribal peoples.

In all of these activities, human resource development continued to be a priority, both at the grass-roots and managerial levels. Training in cooperative principles and management enabled low-income rural producers, tribal and indigenous people to organize and manage their own enterprises and social services through cooperative associations. In this regard, the ACOPAM programme in the Sahel and the INDISCO programme in Asia supported rural and tribal groups in the identification, planning and implementation of their own cooperative businesses and social services, while protecting their own natural resource base and cultural integrity.

Entrepreneurship and management development

Activities in the area of entrepreneurship and management development continued to address the key constraints and problems that inhibit the creation and growth of viable, productive and competitive enterprises. Through the provision of advisory services and the implementation of technical cooperation programmes, constituents were assisted in the removal of legal and administrative barriers to enterprise development and in the implementation of programmes for the creation of productive employment. Most of these activities focused on small enterprises, which have the greatest potential to create jobs at a reasonable cost. In view of the importance of small and medium-sized enterprises, the Governing Body decided in March 1995 that the topic "General conditions to stimulate job creation in small and medium-sized enterprises" should be placed on the agenda of the International Labour Conference in 1997 and 1998 with a view to the adoption of an instrument on this subject.

In an increasingly globalized economy, quality jobs can only be created and sustained by viable and competitive enterprises. Assistance was therefore offered to member States in the promotion of productivity improvements. Guides and technical materials on improving enterprise performance and on productivity and quality management were prepared and disseminated.[32] Technical assistance in this field was provided to

Reintegration of demobilized soldiers in Mozambique

Following the 1992 signing of the peace agreement in Rome between the Government of Mozambique and the Mozambican National Resistance (RENAMO), the country was faced with the enormous task of reintegrating 100,000 demobilized soldiers, 1.7 million refugees from neighbouring countries and 4 million internally displaced persons. The economic and social devastation resulting from 17 years of civil war meant that there were few employment opportunities available. Because of their importance in the consolidation of the peace process and future national stability, priority was given to the economic integration of demobilized soldiers.

A project was commenced in July 1994 under which the ILO cooperates with the National Employment and Vocational Training Institute. The project is designed to provide demobilized soldiers with the necessary skills and basic tools to find a job, or to become productively self-employed. It also includes the provision of assistance, including business training, to a limited number of former soldiers — and particularly officers — to help them set up small enterprises. Development activities at the community level have also been undertaken.

By September 1995, new training activities had been developed in seven provinces and the project covered the whole of the country. Over 100 contracts had been concluded with training providers, with 4,000 trainees benefiting from training courses. Some 1,500 toolkits, adapted to a variety of artisanal activities, had been distributed, with others being provided to trainees as they completed their training courses. A specially adapted "Start Your Business" course was also organized, initially for 270 former soldiers. These trainees are now being provided with further support, including monitoring, advice and help in gaining access to credit, so that they can put their training into practice.

Based on this experience, avenues are being explored for the provision of further assistance by the ILO in Mozambique, particularly in the field of small enterprise development among newly demobilized and other displaced persons, as well as in the context of a comprehensive national employment programme.

Albania, Botswana, the Caribbean countries, the CIS countries, the Czech Republic, Indonesia, Lesotho, Mauritius, Mongolia, Nigeria, Pakistan, the Philippines, Poland, Slovakia, Viet Nam and Zimbabwe. This assistance generally took the form of advice to institutions, including employers' organizations, which work in the field of productivity improvement, participation in workshops organized by these institutions, the provision of training materials and instruction in their use.

The Improve Your Business (IYB) training programme is an important element of the ILO's efforts to promote small enterprise development. It consists of a number of interrelated training packages and support materials which provide small-scale enterprise owners and managers in developing countries with the business management skills they need to make their enterprises grow. IYB includes the original "Improve Your Business" materials, aimed at managers wishing to improve the performance of their existing business; "Improve Your Business Basics", aimed at entrepreneurs with limited formal education; and "Start Your Business" for potential entrepreneurs. IYB is implemented through institutions already involved in small enterprise development. The ILO trains the trainers working for these support organizations, who, in turn, train the entrepreneurs. By applying this multiplier strategy, large numbers of entrepreneurs benefit from the programme. Information about the quality and impact of the courses is obtained through a special monitoring and evaluation system. See Chapter 4 for a description of the IYB programme in Uganda.

Developing the competence of managers is an important means of promoting sustained enterprise growth and employment with reasonable working conditions. Many activities were undertaken in Africa, including support for national workshops and technical cooperation projects, to strengthen management development institutions. Similar activities were also undertaken in Asia, where assistance was concentrated on the transfer of innovations in the field of management. In countries in transition, support for management development institutions concentrated on the development of managerial capacities for enterprise restructuring. Training materials were prepared on management development and consultancy, including internal management consulting. Documentation on management innovations and best practice was also prepared and disseminated.[33] Futhermore, networking was developed as a means of fostering exchanges of experience between productivity centres, management development institutions, small enterprise support institutions and NGOs to enhance capacity building. For this purpose, close links were maintained with INTERMAN, the international management development network. Assistance was also provided in the development of regional networks. In support of this work, subregional workshops and seminars on management development were held in Central Asia, the Caribbean and South Asia.

Many large member States are currently implementing privatization and enterprise restructuring programmes. Assistance was provided to help them improve the effectiveness of these programmes and minimize their social cost. In support of these activities, studies were prepared on the management of privatization programmes.[34] One important issue in this context is the conversion of military bases for enterprise development purposes. By way of illustration, more than 100 military bases were closed in Belarus after the break-up of the USSR. The ILO is assisting the Government to devise ways of creating new jobs for those affected by the closures and of putting abandoned facilities to productive use by converting them into enterprise development zones. The human and physical resources of the former military bases are being audited, business development opportunities analysed and over 120 local consultants trained to provide assistance to local entrepreneurs. Similar activities have been undertaken in the Russian Federation and the Ukraine.

These activities were supported by a number of guides and resource packages covering the provision of services to small enterprises.[35] They contain guidance on how to analyse the effect of legal and administrative systems on small enterprises, together with recommendations on how they can be made more effective. The guides also cover measures and policies to improve the feasibility and sustainability of small enterprise support programmes. Advisory services were provided in over 15 countries to assist in the adaptation of legislation respecting small enterprises and the establishment of an institutional framework for small enterprise support. Technical cooperation projects were undertaken in Comoros, Indonesia, Jordan, Madagascar, Mali, Malawi, Niger, Papua New Guinea and the South Pacific to develop and strengthen institutions which provide support services to small enterprises, such as training, consultancy, credit, information on technology and market access, and linkages with other enterprises. Small enterprise components were also included in employment programmes for countries emerging from armed conflict, such as Angola, Cambodia, Mozambique and Haiti.

Access to finance remains a serious barrier to the development of small and micro-enterprises. Many activities were undertaken to address this issue, including conceptual work, institution building and the provision of policy advice. These activities focused on ways to compensate for size-related constraints in access to financial services and measures to improve the capacity of small and micro-enterprises to use these services efficiently. In a number of Asian and French-speaking West African countries and in Madagascar, support was provided to assist small and micro-enterprises to organize into financial self-help groups, such as mutual guarantee associations. Pilot projects were undertaken, consisting of capacity-building activities and training for staff in non-governmental credit institutions. Assistance was given to local government agencies and NGOs in several countries to improve the effectiveness of credit schemes; this took the form of training for the staff of government agencies, financial institutions and NGOs in the development and effective operation of micro-finance programmes. In April 1995, government officials, bank staff, national researchers and representatives of small enterprise associations in Africa were brought together in a regional seminar held in Dakar for both English- and French-speaking African countries. The seminar examined ways of alleviating the negative impact on small enterprises of financial reform measures adopted within the context of deregulation policies and the liberalization of national financial markets. A project was also undertaken in South-East Asia to demonstrate to commercial banks how they could use different forms of collateral, including group liability and crop pledging, without affecting the quality of their loan portfolio.

Training

Education and training policies and systems are being reviewed and reformed almost everywhere in recognition of the fact that investment in the development of human resources is the key to enhancing national productivity and competitiveness in a globalized economy. Moreover, improving the skills of the workforce is acknowledged to be a cost-effective means of achieving the dual goals of higher economic efficiency and increased social equity.

In a context of rapidly evolving labour market demands, training systems must be able to react increasingly rapidly to changing conditions, while at the same time extending their services to cover the needs of the disadvantaged categories of the population. This is a particular challenge in developing countries and economies in transition, where training policies and systems are faced with the difficult task of trying to equip enormous numbers of new workers every year with the skills they require to find employment in a situation of erratic and low demand in the wage economy. This situation is compounded by severe resource constraints in both the public and private sectors. Some countries, among them the poorest, also have to support the burden of sheltering large numbers of refugees and other displaced persons, many of whom are inadequately educated or trained. In the industrialized countries, including newly industrialized countries, rapid technological change, intensified competition and the widespread reorganization of work are making it necessary for training systems to adjust ever more rapidly to shifting labour market demands.

In response to these constraints and priorities, the ILO's activities during the biennium focused on developing the policy-making capacity of governments, employers' and workers' organizations and on strengthening dialogue and cooperation in the field of training. These activities took the form of the dissemination of information to constituents, policy dialogue and the provision of advisory services.

Various guides on training policy analysis were prepared and tested for those responsible for the design, implementation and evaluation of training policies. The methodology adopted, which has been applied in advisory services and training activities, consists of a step-by-step process for the investigation of the national situation, followed by reflection, dialogue and the formulation of policy options. The guides cover issues such as the diversification of sources of financing for vocational training and making more effective use of vocational training resources.[36] A review was undertaken of current trends and best practices in training policies and systems in 15 developing countries and economies in transition. The results of the review will be published in a joint World Bank/ILO paper.[37]

These activities helped extend the Office's capacity to provide advisory services for the formulation of training policies and programmes within a context of a more integrated approach to human development planning. Technical assistance of this type was delivered to a wide range of countries, including Cyprus, Djibouti, Greece, Haiti, India, Jordan, Pakistan, Tunisia and Zambia. In the case of Jordan, the assistance was provided jointly with the World Bank to prepare a strategy, action plan and investment programme for technical and vocational education and training up to the end of the century. Workshops on the development and analysis of training policies were organized at the national level in Eritrea, Indonesia and Mauritius and for the Caribbean subregion in Jamaica. A seminar was also held in Jerusalem for policy-makers from the Occupied Territories.

An important factor in the capacity of policy-makers to design effective education and training strategies is their access to information and their ability to analyse it. An approach was developed to assist constituents in the identification, design and implementation of measures for the collection and analysis of information needed for policy decisions, based on the concept of "employment and training observatories". Assistance in the establishment and evaluation of such observatories was proposed to constituents, whose response is reflected in country objectives, particularly in Africa and Latin America. A meeting was held in Côte d'Ivoire to evaluate sources of information on employment and training. Advisory services were provided in Murmansk (Russian Federation) to offer guidance on the collection and analysis of the information needed to make better use of the regional training system.

Many of the activities undertaken in the field of training focused on helping policy-makers adapt training policies and programmes in the context of structural adjustment measures and the transition to a market economy. Emphasis was placed on responding to the training needs of unemployed and redundant workers. By way of illustration, activities in Poland and the Russian Federation focused on promoting the use of modular training to retrain and upgrade the skills of adult workers, including training for self-employment in rural areas. These activities were supported by the development of an international network of modular training providers with a view to exchanging experience and advancing modular training concepts and practices.

Policy advice on the adaptation of training policies and systems in the context of structural adjustment took various forms. Case-studies were undertaken in Indonesia and Tunisia to examine ways in which training concerns were debated with the social partners and integrated into the design and execution of the structural adjustment programme. An analysis was undertaken in China of the implications of the transition to a market economy on education and training policies as a basis for the formulation of policy recommendations.[illegible] In Egypt, human resource development policy options were identified with a view to making better use of the available labour force as the economy became increasingly market-oriented. These concerns were also addressed in a seminar on training and change in southern Africa. The seminar was held in Swaziland and brought together senior civil servants from both the "front-line" States and South Africa.

The changing role of governments and the increasing involvement of the private sector is an important and topical issue in the provision of training and in its adaptation to labour market skill requirements. There are several issues relating to the involvement of employers in the provision of training. Many enterprises or groups of enterprises are training providers in their own right; and employers often play an important role in policy determination by participating in training boards at various levels. They are also a source of funding. Under all these systems, coordination between public and private provision of training is vital for the effectiveness of the system as a whole. In order to identify innovative partnerships between the State and enterprises, a study was undertaken of the policy environment for private sector training in 20 developing and industrialized countries.[39] In December 1995 the findings of this study and its policy implications were discussed at a regional meeting organized in Japan for policy-makers involved with training. Technical advisory services were provided in Chad, Guinea and Madagascar to assist in the establishment of training funds with the participation of employers. The Government of Pakistan was also assisted in improving the effectiveness of its training programmes through increased participation by employers in the national and provincial training boards, as well as in the management committees of training centres and in local skills development councils. A meeting was held in Zimbabwe on the role of employers in human resource development. Advisory services were also provided in a number of countries, including South Africa, to examine and develop human resource development policies in the private sector through the expansion of training in the enterprise and the extension of enterprise training capacities. The assistance provided to the Government of Indonesia concentrated on developing arrangements for the provision of training by groups of companies and strengthening the linkages between the training provided by enterprises and institutions. In Bangladesh, advisory services focused on enhancing the role of enterprises in the design and evaluation of in-plant and apprenticeship training.

A variety of activities were undertaken during the biennium with a view to targeting training policies and systems more effectively on the alleviation of poverty and unemployment to ensure that they addressed the needs of the most vulnerable. As a basis for this work, a number of evaluations were carried out of training programmes aimed at disadvantaged groups of the population. These included a study of the United States Job Training Partnership Act (JTPA)[40] and another of the delivery and impact of the European Social Fund training programmes addressing poorer areas or countries. A further study was carried out of training programmes in the

Andean area (Colombia, Ecuador and Peru). The findings of these evaluations will be used as a basis for the development of guidelines on improved methods of integrating training into poverty alleviation programmes and on the design of more cost-effective training programmes. This work was supplemented by a series of studies on the linkages between training policies and youth unemployment in France, Germany, Spain, United Kingdom and the Southern Cone of Latin America (Argentina, Chile, Uruguay).[41] One of the principal conclusions of these studies was that the various programmes targeted on young persons had often been unsuccessful, particularly as a result of the failure to adopt an integrated approach encompassing closer links between education and training systems — and between training institutions and enterprises. Advisory services were provided to a number of countries to help them target training systems on specific categories of workers. In Zambia, assistance was provided with a major policy review of vocational education and entrepreneurial training, in which emphasis was placed on training for work in the informal sector. In Nicaragua, the activities undertaken to strengthen vocational training systems in the country included the expansion of services to train young persons, the disabled and women.

One system of training delivery that is particularly effective in alleviating poverty and combating unemployment amongst the most vulnerable categories is community-based training to promote income-generating activities for disadvantaged groups in the rural and urban informal sector. During the biennium training guidelines and manuals for decision-makers and programme planners were developed and published on community-based training.[42] Assistance was provided for community-based education and training projects in Belarus, Honduras, Kenya, Nepal, the Philippines, the Russian Federation and the United Republic of Tanzania. Technical advisory services were carried out for the development of programmes of this type in Azerbaijan, Kazakstan, Kyrgyzstan, Georgia, Jamaica and South Africa. In support of these activities, a regional workshop was organized for 14 Asian countries which developed regional and national strategies for the promotion and development of community-based training for employment and poverty alleviation.

Assistance was also provided in several countries during the period under review to contribute to the process of the reintegration of war-affected groups through training and employment programmes. A number of country case-studies (Ethiopia, Mozambique, Sierra Leone, Uganda, Zimbabwe) were carried out in Africa, and a framework for reintegration of ex-combatants through skills and entrepreneurship training was prepared following an ILO African Regional Experts' Meeting held in Harare in July 1995.[43] The studies found that in none of the five countries had a comprehensive approach been adopted to the reintegration of ex-combatants, largely due to the complex nature of the task and the limited availability of external funding. The full importance of employment and training programmes as a central component of reintegration had only gradually been realized. The experts attending the Harare meeting discussed the various aspects of the reintegration of demobilized combatants into civilian life through employment, training and related support for self-employment, including small and micro-enterprise development. They agreed on guidelines for workable solutions in the extremely difficult situations encountered by countries emerging from armed conflict.

Turin Centre

During the biennium 1994-95, the Turin Centre completed its transition to a vocational training institution serving not only the ILO's programmes, but also the furtherance of the priorities and programmes of the United Nations system and other partners. The training provided by the Centre has broadened in terms of both quantity and quality, with nearly 3,000 participants in its group training activities in 1995. The Centre's programme has become more demand-driven and responsive to regional needs and requirements. The Centre's training capacities were also used by the ILO for its own staff development and training activities, particularly in the context of the active partnership policy.

The Centre's more traditional areas of support for ILO programmes, including employers' and workers' activities, training and enterprise and cooperative development, continued to account for an important proportion of its activities. However, there was also a strengthening of collaboration with technical programmes in the fields of employment, social security, international labour standards, labour legislation and industrial relations, women's issues, working conditions and environment, and sectoral issues. The increase in activities in relation to standard-setting activities and tripartite dialogue was particularly important. In this context, emphasis was placed on educational activities to enhance the capacities of trade union leaders and employers' representatives to analyse issues and options arising out of social policy and labour market reforms.

The establishment and consolidation of a small design and development unit has increased the Centre's capacity to produce training materials, many of which are multi-media. These materials are developed in support of the ILO's training activities and at the request of other clients. The Centre has also established a laboratory on new training technologies and provides training in the use and application of these technologies.

Over recent years, the Centre's cooperation with the organizations of the United Nations system has expanded and now consists of some 25 self-financed training projects annually. These activities are mainly focused on the management of operational activities and technical cooperation — areas in which the Centre has continued to build up its expertise. The programme also includes activities in the fields of human rights, humanitarian affairs and peace-keeping, for which the Centre places its training facilities and capacities at the disposal of its partners in the United Nations system and assists in the production of appropriate training materials.

Networking with other development partners also expanded during the biennium, in the form of collaborative arrangements with regional and national training institutions in both the developing and industrialized world. Formal cooperation agreements were concluded with a number of institutions, including the Asian Institute of Technology in Bangkok and the Training Centre in Bialobrzegi, Poland. Joint training activities were undertaken during the biennium in the fields of: adult education in Poland; small enterprise development in the Russian Federation and Slovenia; human resource management in the public sector in French-speaking Africa; development management and national capacity building in Asia and Africa; and the reform of vocational training systems in Italy.

Notes

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[32] *Management consulting focused on productivity*, by J. Prokopenko (Enterprise and management development Working Paper No. 3); *Productivity management for sustainable development*, by A.L. Tolentino (Enterprise and management development Working Paper No. 11); *Productivity and quality management: A modular programme*, J. Prokopenko and K. North (eds.) (forthcoming); and *Making global production work locally: Diffusion of best practices in manufacturing*, by K. North et al. (forthcoming).

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[34] *Management for privatization: Lessons from industry and public service*, J. Prokopenko (ed.) (Management development series No. 32); *Managing privatization*, by D. Rondinelli and M. Iacono (manuscript); *Consulting in privatization*, by R. Berger, M. Bauer and M. Kubr, with contributions from V. Klaus and E.S. Savas (Enterprise and management development Working Paper No. 7).

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Equality and social protection

3

The issues of equality and social protection remain central to the work of the Organization. The promotion of equality is a fundamental objective of ILO action on workers' basic rights. Crucial to this work is the situation of women workers, although great emphasis is also placed on equality for other categories of workers, including child workers, migrants for employment and persons with disabilities. The priority given to these issues is demonstrated by the interdepartmental project on migrant workers, the International Programme on the Elimination of Child Labour and the ILO's work in relation to the Fourth World Conference on Women.

The protection of working people is another related issue that lies at the heart of the ILO's mandate. This chapter also covers the activities carried out to promote the protection of workers in the fields of occupational safety and health, conditions of work and social security, and an interdepartmental project on environment and the world of work, which contributed to the follow-up of the United Nations Conference on Environment and Development (UNCED).

Equality for women in employment

The high point of international action in favour of women during the biennium 1994-95 was the Fourth World Conference on Women, held in Beijing in September 1995. The ILO contributed to the preparatory work for the Conference through its membership of the Ad-Hoc Inter-Agency Advisory Committee on the World Conference and its participation in all the regional preparatory conferences. It provided technical input on employment issues to the reports submitted to these conferences and to the *1994 World survey on the role of women in development*. At the Conference

The Declaration and Platform for Action adopted by the Fourth World Conference on Women

The Declaration and Platform for Action adopted by the Fourth World Conference on Women (Beijing, September 1995) cover a number of areas that are central to the concerns of the ILO.

The Declaration reaffirms the commitment of governments to advance the goals of equality, development and peace. Among its 17 commitments, the following are of particular relevance to the ILO:

- ensuring the full enjoyment by women and the girl child of all human rights and fundamental freedoms, and respect for international laws;
- eliminating all forms of discrimination against women and the girl child and all obstacles to gender equality and the advancement of women;
- promoting women's economic independence, including employment, and eradicating women's persistent and increasing burden of poverty;
- ensuring women's equal access to economic resources, including land, credit, science and technology, vocational training, information, communication and markets, as a means of furthering the advancement and empowerment of women and girls.

The Platform for Action calls for the full implementation of ILO Conventions by member States which have ratified them, and for their principles to be taken into account by countries which are not parties to them. It makes specific reference to the safeguarding and respect of basic workers' rights, including the prohibition of forced labour and child labour, freedom of association and the right to organize, equal remuneration and non-discrimination in employment. Mention is also made of the Indigenous and Tribal Peoples Convention, 1989 (No. 169), with a view to promoting and protecting the rights of indigenous people.

Much of the action called for in the Platform lies within the ILO's fields of competence, as well as being closely linked to the follow-up of the Social Summit. These include the development of conceptual and practical methodologies for the incorporation of gender perspectives in all aspects of economic policy-making, and the conducting of gender-impact analyses of all policies and programmes. The development of education, training and retraining policies for women, and especially for women re-entering the labour market, is an area in which the ILO has recognized expertise. Other areas in which the ILO has an important contribution to make include the implementation and enforcement of laws on women workers' rights and the collection and analysis of data on the situation of women and respect for their rights.

itself, the ILO made a statement and organized special events on women and the economy, and on rural women. It also contributed to an NGO panel session on homeworkers and unpaid work.

For the ILO, all women are working women. This is reflected in the range of activities organized by the ILO prior to the Conference as preparation for its constituents. An international forum on Equality for Women in the World of Work was held in June 1994 and regional and subregional seminars were organized on equality issues in Africa, the Arab States, Asia and the Pacific, the Caribbean, Latin America and Europe. The purpose of these meetings was to raise awareness of the situation of women in the various regions, identify strategies for the promotion of gender equality and contribute to regional preparatory work for the Beijing Conference. The participants in these seminars identified a number of important areas within the ILO's fields of competence in which progress needed to be made in order to promote equality between men and women workers. These included the establishment and application of a supportive legal framework, not only on labour matters, but also in the areas of inheritance, property ownership and the family which have an impact on women's employment, with a view to removing legal impediments to equality. Those attending the seminars called for increased access of women to productive resources, such as land, credit, technology and support services for small enterprises, and pointed to the need for the generation of up-to-date gender-disaggregated data and gender-sensitive economic and training policies and programmes. The seminars emphasized the importance of women's group mobilization, adequate representation in decision-making and the effective functioning of tripartite machinery. They also drew attention to the importance of social support services, including child care, and the need to adapt social security and other forms of social protection to provide adequate coverage of the diverse categories of women workers.

The principle of equality of opportunity and treatment for women is integral to all the ILO's work. References to women's issues are therefore to be found throughout this report. The paragraphs that follow here-below resume some of the activities that focus specifically on the question of equality for women in employment. These activities include the dissemination of information on the situation of women, research into aspects of inequality, policy advisory services to the ILO's constituents and projects and programmes at the national level.

Limited dissemination of information on gender issues is still a constraint on effective action in this field. Emphasis was therefore placed on the production of public information materials and other publications for wide dissemination. A press kit was developed, including a flyer and posters. A volume was published covering the results of the preparatory meetings organized by the ILO for the Beijing Conference.[1] An annotated bibliography was also produced on publications relating to women workers.[2] Another book was prepared for academics, policy-makers, the social partners and women's groups describing the policies and measures that can be taken to implement a comprehensive integrated approach to the achievement of equality for women. The work covers the legal framework, working conditions, social protection and the respective roles of all the main actors in the world of work.[3] Furthermore, a study was carried out to evaluate the extent of continuing wage differentials between men and women workers.[4]

Two projects were launched during the biennium to provide training on gender issues in the world of work and disseminate information on women workers' rights. Training in gender issues was provided for ILO staff and trainers from NGOs, government agencies and workers' and employers' organizations at a course held in Turin in December 1994. A briefing kit and a gender training package were prepared as a basis for further training activities.[5] Workshops on gender issues for ILO staff and constituents were organized in Budapest, Lima, Manila, Mexico City, New Delhi, Port-of-Spain, San José and Santiago. A workshop for constituents from southern African countries was also held in Malawi on gender issues and international labour standards related to women workers' questions. The second project was launched in China, Egypt, El Salvador, Hungary, India, Mali, Suriname, Viet Nam and Zimbabwe, where national steering committees were set up. A first step in these countries was to start adapting the modular training package on women workers' rights produced during the previous biennium, as a basis for national training and information dissemination activities.

Occupational segregation is one of the most important forms of inequality in the labour market. Throughout the world, women and men are segregated in sex-stereotyped occupations, with pay being considerably higher in male occupations. A comprehensive analysis of occupational segregation in the world was carried out, based on detailed data collected on 41 countries. This was the first time a comprehensive analysis of this type had been made for a broad range of industrialized and developing countries. The analysis reached a number of general conclusions. It noted that the types of occupations that are stereotyped for males or females are strikingly similar across the world. Indeed, most men and most women in the world work in a sex-stereotyped occupation, although a much wider range of sex-stereotyped occupations are available to men than to women. The analysis showed that occupational segregation is lowest in the Asian region and highest in the Middle East and the Northern African region. It also revealed that regional and subregional differences in occupational segregation are striking and cannot be explained by differences in socio-economic conditions, such as levels of education and income. On a more optimistic note, the analysis also reached the conclusion that occupational segregation has been falling in recent years in much of the world.[6]

The situation of women workers varies according to the characteristics of specific sectors of the economy. The introduction of higher levels of technology in manufacturing has helped women enter jobs and industries previously largely reserved for men, with the result that the number and proportion of women employed in manufacturing has increased over the past two decades. However, a statistical analysis of manufacturing workers showed that, while there is little difference between the average hours worked by men and women, the gap between their earnings is considerable in many countries. This confirms that women tend to be employed mainly in low-skilled and low-paid jobs in the manufacturing sector.[7] A number of studies on remuneration and career prospects in the nursing profession highlighted the same issues in the field of health care.[8] A review was also undertaken of the progress that has been made in Europe in recent years as regards equality of opportunity and treatment for women in professional and managerial occupations.[9]

As a follow-up to the Beijing Conference, and as a support for the provision of advisory services on equality of opportunities and treatment for women workers, a manual was prepared on labour market policy measures to enhance women's employment prospects.[10] This manual is designed to assist policy-makers to translate into practice those sections of the Platform of Action adopted in Beijing which relate to the productive employment of women. It covers the principal policy issues and concerns, and describes the role that labour market policies can play in improving the position of women workers. It suggests policy orientations to enhance women's skills and improve their access to the labour market. It also contains recommendations for the development and reinforcement of social security coverage and social protection for women workers.

The promotion of women's employment in poor communities is one of the most effective means of poverty alleviation. Policy advisory missions were undertaken in Jamaica, Ghana, Kenya and Uganda to suggest measures that might be taken to promote income-earning opportunities for women and to outline policies addressing the issues and constraints faced by women in their work. National tripartite workshops were also organized in Sri Lanka and Kenya on the best ways of assisting women's employment in the rural and informal sectors.[11] Following a seminar on rural women workers held at the request of the All-Pakistan Federation of Trade Unions, guidelines were prepared on action that can be taken to assist rural women.[12]

Many of the employment promotion projects and programmes undertaken and supported by the ILO contain specific aspects for the promotion of employment by women, as described in Chapter 2. During the biennium, certain projects focused entirely on the needs of women workers. One common aspect of these projects was the promotion of groups or associations of women workers through which collective solutions could be identified and applied. These organizations provide a channel for capacity-building, the development of productive and managerial skills and the provision of collective services, such as cooperative credit and savings schemes. An example of this approach was a project for women fuel carriers in Addis Ababa, under which four centres were set up, initially catering for 120 women. The centres helped the women identify other income-generating activities, such as the production of handicrafts and food products. They also helped them formulate a plan for better managed access to fuel sources, which was submitted to the Government. The centres also established a pilot credit scheme and provided training. It is envisaged that they will form the basis for the establishment of an association of the women workers concerned. Another project in the United Republic of Tanzania applied a similar approach to the problems of rural women by helping them seek alternative sources of income and promoting their organization into groups and associations. Two projects were implemented in India to assist women's organizations turn wasteland into productive resources. Other projects in India, Indonesia, the Philippines and Thailand concentrated on promoting diversified employment opportunities and social protection for homeworkers, the vast majority of whom are women (for more details on the projects for homeworkers, see the box in Chapter 4).

A number of specific activities for the benefit of women workers, managers and entrepreneurs were carried out in collaboration with employers' organizations. Research was undertaken in India, Ireland, Malaysia and Pakistan on the measures and policies that have been adopted by employers' organizations to promote gender equality. A set of guidelines was prepared by employers for the use of employers and their organizations on equity issues. The guidelines suggest measures that employers can take to comply with legal requirements relating to equality of opportunity and treatment. They also point to the advantages of pursuing equal opportunities policies, not only to society as a whole, but also in terms of business performance and the contribution that equality can make to efficient management practices. A project was launched in Bangladesh, India, Pakistan and the Philippines to assist employers' organizations identify the problems faced by women entrepreneurs in Asia and provide them with training, based largely on the "Improve your Business" methodology, to help overcome these problems.

In its workers' education activities, the ILO promoted the participation of women by insisting that at least 30 per cent of all workers' representatives attending its courses should be women. This figure rose to 50 per cent in workers' education courses organized at the Turin Centre. Workers' education activities to train women trade unionists and develop their leadership potential were carried out in a wide range of countries, including Fiji, Indonesia, Nepal, Papua New Guinea, the Philippines, Solomon Islands, Thailand, Uganda and Zimbabwe, as well as in Chile and the countries of Central America. Care was also taken to include women's issues and equality in all workers' education activities. See the box in Chapter 1 (page 31) for more details on the promotion of equality through rural workers' organizations.

Elimination of child labour

The ILO's International Programme on the Elimination of Child Labour (IPEC) began operations in 1992 in six participating countries: Brazil, India, Indonesia, Kenya, Thailand and Turkey. In 1994, an additional five countries, Bangladesh, Nepal, Pakistan, the Philippines and the United Republic of Tanzania, joined the programme. In the second half of 1995, a regional project was launched to expand IPEC activities to 13 countries in Central and South America.

Child workers all over the world are exploited because of their docility and lack of organization. First of all it should be stressed, however, that light work up to a few hours per day for children of 14 or 15 years of age, within the context of the household and as part of informal education and training, is part of the normal process of growing up; this is thus not considered harmful. The child labour which needs to be eradicated is the work carried out by children of 15 years and younger under conditions which stifle their physical, emotional and intellectual development. IPEC's most pressing objective is therefore to support measures which aim to stop and prevent the intolerable. Priority targets are children who are particularly vulnerable: children working under forced labour conditions and in bondage; children working in hazardous occupations; and working children below 12 years of age. Within these categories, specific attention is paid to working girls.

The approach adopted by IPEC varies according to the nature of the child-labour problem and the manner in which it is viewed in each country. However, a number of steps are followed in most cases. The first is to motivate ILO constituents and other relevant partners to engage in a dialogue on problems in this area and create alliances to overcome them. A situational analysis is then undertaken to find out the nature and magnitude of child-labour problems in the country. This provides a basis for devising national policies to address specific problems. Work then focuses on strengthening existing organizations and setting up institutional mechanisms, which normally consist of a national steering committee for the project composed of the relevant ministries, workers' and employers' organizations and NGOs. This lays the foundation for action in such fields as the development and application of protective legislation, and direct action on child labour.

Fully-fledged country programmes now exist in the first-generation countries which joined IPEC in 1992. The development of such programmes is under way in five second-generation countries, which started to participate in 1994. The aim of the national programmes is to provide assistance until the commitment, policies, budget and infrastructure exist so that the country can tackle its child-labour problem itself. The timetable varies according to the country, but the IPEC approach includes a phase-in

Combating child labour in Thailand

Thai participation in the International Programme for the Elimination of Child Labour (IPEC) coincided with heightened official awareness of the problem of child labour in Thailand. In 1992, the Government declared its determination to eradicate child labour, emphasized the importance of education for the national economy and identified child labour and children in prostitution as the two most critical issues in this respect. However, this did not prevent Thailand from being criticized by the Committee on the Application of Standards at the 81st Session of the International Labour Conference in 1994 for not making a serious effort to combat child labour and child prostitution.

At about this time, awareness of the problem of child labour started to be translated into action. Since May 1994, IPEC's National Steering Committee, set up to coordinate the activities of the various agencies involved in the programme, has been chaired by the Permanent Secretary of the Ministry of Labour and Social Welfare and has met frequently. The potential of IPEC has been recognized and the Government established two programmes: one to prevent child-labour migration from rural areas and another to provide protection to child workers at the workplace. A technical workshop in April 1995, organized by the Ministry of Labour and the Prime Minister's Office in collaboration with IPEC, led to the drafting of a five-year National Plan of Action (NPA) on Child Labour, which will be submitted to the Cabinet for approval. The objectives of the NPA are ambitious and include increasing the minimum age for employment to 15 years and eliminating extreme forms of child labour, including physical and sexual abuse and trafficking. Although there is a long way to go, there are already some encouraging signs. The emphasis placed on education resulted in an increase in the enrolment rate in secondary education from 53 per cent in 1990 to 71 per cent in 1993.

IPEC has supported this process in a number of ways. Some of its pilot projects are being replicated by the Government. These include the informal education and counselling programme for girls at risk, awareness-raising among rural teachers and schoolchildren, and the training of radio programmers and announcers to broadcast on child-labour issues. IPEC has also provided support in areas where national action is weak, including that of child-labour statistics, non-formal education, social and legal protection, the training of labour inspectors and national coordination.

as well as a phase-out strategy designed to lead to sustainable action by governments and their partners at the national level as a mainstream policy objective.

As part of their national child-labour policy, governments need to ensure that publicly funded basic education is available to all children. Special measures are often needed to ensure that education reaches child workers. In Indonesia, for example, support has been given to the Ministry of Education, which has developed an out-of-school education programme for 10 million school drop-outs, designed primarily for working girls and boys under the age of 15. Learning materials were developed to take into account the requirements of children who work as car cleaners, shoeshiners, waste collectors, street traders, farm labourers, housekeepers or factory labourers.

Trade unions are particularly well placed to protect working children. Among its activities in collaboration with workers' organizations, IPEC supported the Brazilian National Confederation of Workers in Agriculture in its training of union leaders to act as advocates of the rights of children. As a result, child and youth protection clauses have been included in over 20 collective agreements. The Confederation is also participating in the Municipal Councils for Children's and Adolescents' Rights (which have been set up in almost 6,000 municipalities) and has launched its own media campaign stressing the dangers to which working children are exposed.

Employers' organizations can play a key role in helping businesses and industries reduce their reliance on children. The assistance provided by IPEC to employers' organizations included support for the efforts of the Federation of Kenya Employers (FKE), which has set up a Child Labour Unit. This Unit is taking measures to reduce employers' reliance on child labour and protect working children in sugar, coffee and rice plantations.

Migrant workers

Migration for employment is prevalent in practically all parts of the world. Growth in the volume of migration for employment has far outstripped the capacity of many States to manage the movement of incoming and returning migrant workers. The inadequacy and in comparability of many of the sources of statistics on migrant workers mean that severe constraints are imposed on any systematic analysis of the social, demographic or economic impact of migration in both labour-sending and -receiving countries. The result is that constituents often find it impossible to target policy interventions with any accuracy. In many cases, the relevant institutions, such as emigration bureaux, recruitment agencies and the appropriate overseeing authorities, as well as social security schemes, are not adapted to the needs of the workers, who often suffer from discrimination once they arrive in the receiving country.

Kuwait improves the protection of migrant workers

Kuwait, although a small country, employs a significant number of migrant workers in many sectors, including over a quarter of a million foreign workers in domestic service. Migrants for employment to Kuwait have experienced a number of problems in respect of their work, including non-payment of their wages by recruitment agencies, difficulties in transferring employment once they have found work in Kuwait and, in the case of domestic workers, a lack of protection at the workplace.

A multidisciplinary mission visited Kuwait in November 1994 to consider a number of issues, including the situation of migrants for employment. The Government of Kuwait rapidly adopted some of the recommendations made by the multidisciplinary mission, and indicated that it is giving serious consideration to other proposals.

To prevent abuses concerning the payment of wages, the Ministry of Labour issued a Decree requiring the payment of migrant workers through bank accounts, which provides a better guarantee for wage-earners. It also issued a Decree requiring private entrepreneurs who employ migrant workers to lodge a bank guarantee for each worker who is hired, thereby further guaranteeing the payment of their wages. The Government also indicated that some other proposals made by the mission concerning residence requirements would be included in the new draft labour law.

In a press release, the Minister of Social Affairs and Labour stated that a serious study was also being undertaken of the possibility of extending the labour law to cover domestic workers, which would provide them with greater protection in a number of ways, including the guarantee of being covered by contracts of employment and work permits.

The basic objectives of the ILO in this respect, in accordance with the application of the relevant labour standards, are the more widespread acceptance and implementation of the principle of equality of treatment for migrant workers and the elimination of discrimination against them. During the biennium, the ILO's activities relating to migrant workers were supplemented by an interdepartmental project. The aim of this project was to provide guidance and advisory services to constituents to reinforce their capacity to adopt the appropriate policies and measures. It approached this task through an intensive analysis of the needs of constituents, particularly in the fields of data collection, institutional structures, national and international legislation and social security provisions concerning migrant workers.

The activities of the interdepartmental project concentrated on 22 countries, selected to reflect the main current migratory movements.[13] Technical advisory and information collection missions were carried out in most of these countries. Subregional seminars were also organized in Tajikistan, Japan and Poland. The recommendations made in all these cases focused on: improving the effectiveness of existing institutions; strengthening cooperation between labour-sending and -receiving countries, especially through bilateral and multilateral agreements; improving the protection of migrant workers; and combating uncontrolled and clandestine migration for employment, particularly by reducing the cost and improving the efficiency and accessibility of official channels for migration. A training workshop was organized in Turin in November 1994 for labour attachés from eight Asian countries. The workshop consisted of training sessions on international standards and the role of the State in protecting migrant workers, including with respect to social security. Training was also provided on counselling, communication and negotiation skills with a view to strengthening the capacity of the participants to negotiate with employers and government officials in labour-receiving countries in order to resolve conflicts relating to employment contracts and otherwise protect their nationals. Another seminar on immigration, employment and social integration was held in Spain in July 1995.

Guidance was also developed in the form of manuals and guidelines. Two manuals were prepared on migration policies and procedures, one concentrating on immigration and the other on emigration.[14] On the basis of a review of existing sources of data and experience of data collection in the 22 countries covered by the interdepartmental project, guidelines were prepared for the improvement of data collection systems on international migration.[15] It was found that there were many gaps and shortcomings at the national level, as well as severe problems in comparing national data. As a result, recommendations were made on how methods of data collection could be improved, for example by making greater use of administrative records, population censuses and sample surveys, and on methodological approaches which could enhance the international comparability of statistics covering such subjects as migration flows, return migration and remittances.

The work carried out to promote the rights of migrant workers included surveys of legislative provisions relevant to migrants in the 22 countries covered by the interdepartmental project. For ease of access, the legislative references were compiled in two separate volumes and were made available in computerized form for use by ILO constituents.[16] Volume I includes references classified by country and Volume II contains references classified by subject-matter. A comparative analysis was made of national and international legislation to: identify disparities between national laws and international labour standards; evaluate the extent of the protection provided under these laws; and determine shortcomings in the protection of migrant workers under the existing legislation. In this analysis, emphasis was placed on national practice and the constraints in enforcing statutory provisions to combat discrimination, particularly as they relate to women migrant workers, who are especially vulnerable.[17]

In the field of social security, an analysis was made of bilateral and multilateral social security agreements with a view to improving their content and — where agreements were lacking — adopting appropriate measures to protect migrant workers at the national level. Country profiles of most of the 22 countries covered by the project identified the social protection problems of migrant workers. On the basis of this analysis, a report was prepared which emphasized the considerable differences in the situation of migrant workers — depending on whether they came from or went to a country with a well-organized or poorly developed social security system.[18] Bilateral social security agreements can overcome some of the problems, particularly as regards equality of treatment and the payment of contributory pension benefits abroad; however, the existing network of agreements still shows a number of important loopholes, particularly in developing countries.

An examination was also carried out of the role of trade unions in protecting the rights of migrant workers. A questionnaire was sent to workers' organizations in the 22 countries covered by the interdepartmental project, as well as to international and regional trade union organizations. Based on the replies received, a report was prepared on existing union structures and their access to legislative and other information concerning migrant workers, with a view to identifying ways and means of strengthening the capacity of trade unions to protect the rights of migrant workers and enhance their welfare.[19] A seminar was also held for trade-unionists in Malaysia which focused on the problems encountered by migrant workers from Indonesia and the Philippines. Technical cooperation activities were undertaken in two African countries. These consisted of the development of training materials and the provision of training to trade union leaders and trainers on issues such as the seasonal nature of the work of many migrant workers, the question of whether their membership of trade unions was permitted in receiving countries and the type of protection accorded to them.

During the biennium a number of activities were carried out with a view to drawing broader attention to the problems encountered by migrant workers in receiving countries. Surveys of Germany, the Netherlands and Spain revealed that, even where workers were entitled under national law to equal opportunities in employment, there was still widespread discrimination by private employers against foreign workers and members of ethnic groups.[20] A report was also published which achieved a high level of success in reaching its triple target of academics, policy-makers and the public.[21] This report provides an authoritative overview of the question of migration for employment, places it in its historical context and then focuses on current problems. These issues were also covered in a joint publication by the ILO, IOM and UNHCR, issued as a contribution to the International Conference on Population and Development held in Cairo in 1994.[22]

Persons with disabilities

The principal objectives of ILO action in favour of persons with disabilities continued to be the equalization of employment opportunities for workers with disabilities and their integration into the community. Particular attention was paid to the special problems of disabled workers during times of economic restructuring, when their needs are often overlooked. During the biennium, special emphasis was placed on action to assist the reintegration of persons with disabilities in countries emerging from armed conflict and in transition countries, and on ways to combat the problem of drug and alcohol abuse.

In order to guide the process of policy reform on issues affecting disabled workers, the Office needed to build up its knowledge base and capacity to review and assess policies and systems. In February 1995, a global network was therefore launched for applied disability research in the field of employment and training (GLADNET). This network now links over 130 institutions in 30 countries (social policy research centres, universities and various governmental and non-governmental organizations) with the Canadian Labour Force Development Board in Ottawa hosting the

Network Coordinator. Its aim is to share resources, experiences and information with a view to carrying out comparative research and evaluating existing rehabilitation and employment policies and systems for disabled persons. This will provide a basis for the provision of practical information on successful solutions to help governments, employers and trade unions achieve greater employment equity at less cost.

Systems for the reintegration of persons with disabilities are being thoroughly overhauled — alongside many other social measures — in countries undergoing transition to a market economy. To provide guidance in this respect, an analysis was undertaken of employment prospects including alternative, low-cost approaches to enhancing equal opportunities for persons with disabilities in countries in transition. The findings of this analysis were published in English, Russian, Chinese, Polish, Czech and Bulgarian.[23] The study has been widely disseminated, especially in Central and Eastern Europe, where most governments are reviewing their legislation on the employment of disabled persons.

The biennium was characterized by requests for advice and assistance in the rehabilitation of persons with disabilities in countries emerging from armed conflict. As a result, much of the support provided to constituents was concentrated in Afghanistan, Angola, Cambodia, El Salvador, Ethiopia, the Islamic Republic of Iran, Iraq and Nicaragua. This support consisted mainly of the promotion of skills for self-employment and micro-enterprises for disabled war veterans, often supported by revolving loan funds. In Cambodia and the Islamic Republic of Iran, the integration of war victims into mainstream training programmes became accepted government policy. In Afghanistan, 2,300 disabled people received training in 75 different occupations.

In September 1995, a regional seminar was held in Abidjan in cooperation with UNESCO and WHO, to promote a mainstream approach to servicing the needs of persons with disabilities. The seminar reviewed the division of government responsibilities and stressed the importance of interministerial and inter-agency cooperation, in particular in the framework of community-based approaches. Each delegation formulated a national plan of action which laid the groundwork for coordination between ministries of health, social affairs and labour.

In accordance with the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159), national policies in favour of persons with disabilities should be developed in consultation with employers' and workers' organizations, as well as with organizations of and for disabled persons. In order to promote this principle, two tripartite-plus regional seminars were organized, one in Port-of-Spain and the other in Harare. Some 50 people from ten countries attended each meeting. In both cases it was the first time that disability issues had been discussed jointly by the four parties and that a consensus had been reached on the action required to enhance the labour market participation of disabled persons. Both events are being followed up in the respective regions through advisory services. For example, South Africa has requested ILO assistance to review its policy for the employment of disabled persons.

The increasingly detrimental repercussions of drugs and alcohol in the workplace is a growing problem which more and more governments, employers and workers recognize as a common dilemma requiring joint action. The adoption and dissemination of the ILO Code of Practice on the management of alcohol and drug-related issues in the workplace during the biennium 1994-95 was therefore particularly timely. It contributed directly to the United Nations System-wide Plan of Action on Drug Abuse Prevention in the Workplace, for which the ILO acted as Task Force Manager at the request of the ACC Subcommittee on Drug Control.

Activities in this field included the development of model programmes designed to integrate substance abuse prevention into the mainstream activities of enterprises. The first model programmes for drug and alcohol prevention among workers and their families were launched in Egypt, Mexico, Namibia, Poland and Sri Lanka. Some 45 enterprises from these countries, representing a workforce of 250,000 workers, joined the project and adapted the model programme to their company. In each country a resource base was set up which compiled descriptions of the model programmes and materials — such as manuals on the role of managers, early intervention, family/community linkages and training. Similar programmes are being started in 13 other countries.

A prevention programme for sailors, including training and awareness campaigns, was developed in collaboration with the Philippines Overseas Employment Agency, which, as a result, has adopted a specific policy for the prevention of drug and alcohol abuse in the maritime industry. The ILO is also developing a manual to help shipping companies set up their own prevention programmes.

Occupational safety and health

Over the years, the activities of the ILO — in collaboration with other specialist organizations — have succeeded in raising awareness of occupational safety and health problems throughout the world, leading to the adoption of many measures at the national level. However, much remains to be done to protect the workforce and the public from work-related hazards and to assist constituents in the design and implementation of appropriate preventive measures, particularly in a context of rapid technological progress, with its attendant hazards. The policy adopted to meet these needs consists of action at the international level on occupational safety and health, the development of standards and guides for the orientation of constituents and the provision of assistance at the national level in the design and implementation of appropriate safety and health programmes and policies. Emphasis is also placed on the dissemination of occupational safety and health information.

The body of international labour standards on occupational safety and health was supplemented during the biennium by the Safety and Health in Mines Convention (No. 176) and its accompanying Recommendation (No. 183) (see box), both of which were adopted by the Conference at its 82nd Session in 1995. Guidance for the establishment of legal, administrative and practical arrangements for the reporting of occupational accidents and diseases was also provided through the adoption of a Code of Practice on the recording and notification of occupational accidents and diseases.

International labour standards on occupational safety and health form the basis for the ILO's work of assisting member States in the development and implementation of national policies for the prevention of work-related injuries and diseases. Assistance for the development of national policies was provided in Botswana, China, Lesotho, Myanmar, Pakistan and Swaziland, as well as through subregional programmes in French-speaking African countries and in Central America. These activities were complemented by the organization of a number of regional and national seminars and the implementation of two interregional programmes on human resources development and capacity-building in safety and health for government institutions and employers' and workers' organizations.

Practical guides and training materials were prepared to support the provision of assistance to constituents. A practical guide was developed for

Safety and Health in Mines Convention

Mining is a dangerous sector which is of major economic importance in a considerable number of countries. Yet, before 1995, the existing ILO standards on occupational safety and health, as well as the legislation in a good number of countries, were inadequate to deal with the specific needs of the sector for the prevention of occupational accidents and diseases. These were the reasons for the adoption by the International Labour Conference at its 82nd Session in 1995 of the Safety and Health in Mines Convention (No. 176) and Recommendation (No. 183).

The instruments cover both underground and surface sites where exploration and mineral extraction activities take place. They apply to all types of mining enterprises. Member States which ratify the Convention undertake to adopt legislation for its implementation, including the provision of inspection services and the designation of the competent authority to monitor and regulate the various aspects of safety and health in mines. The Convention also sets out procedures for reporting and investigating disasters, accidents and dangerous occurrences related to mines, and for the compilation of the relevant statistics.

The Convention includes requirements for the provision of mine rescue, first aid and other medical facilities. It makes it obligatory to provide self-rescue respiratory devices for workers in underground coalmines. The manufacture, storage, transport and use of explosives and initiating devices at mines also have to be carried out under the direct supervision of competent and authorized persons. Furthermore, national legislation has to make provision for the safe storage and disposal of waste and for protective measures for abandoned workings.

Under the Convention, mineworkers have the right to report accidents, request inspections, obtain information and remove themselves from any location at a mine where there appears to be a serious danger to their safety or health. Workers' representatives have the right to consult the employer on their safety, and participate in inspections and investigations undertaken at the workplace. A series of Articles require employers to take all the necessary measures to eliminate, control or minimize the risks to the safety and health of workers in mines.

The adoption of the Convention and Recommendation has been widely welcomed, particularly by workers' organizations. Through its national affiliates, the Miners' International Federation is campaigning for the ratification of the Convention as it goes through the process of submission to national parliaments.

the establishment and strengthening of safety and health committees, based on the provisions contained in the Occupational Safety and Health Convention, 1981 (No. 155). A technical guide was also prepared in collaboration with WHO (and published by WHO) on the health screening and surveillance of workers exposed to mineral dust; and a training manual was published on safety, health and welfare on construction sites. [24] Work commenced on the development of a series of training modules addressing safety in hazardous operations, including work in confined spaces, work in thermal environments, and electrical and machine safety.

Two guides were also developed on the extension of occupational health services to working populations in the agricultural sector and small-scale enterprises. They address the issues of health risk assessment, workplace participation, the development of practical training materials on basic preventive measures and first aid. The guides are based on the provisions of the Occupational Health Services Convention, 1985 (No. 161) for the use of inter-enterprise and community-based health services in both rural and urban areas. A subregional programme, implemented in close collaboration with the Pan-American Health Organization (PAHO/WHO), continued to promote occupational safety and health in agriculture in Central America, including the implementation of national safety and health policies and programmes and environmental protection.

The ILO continued to play an active role in the coordination of action in the field of safety and health among international organizations. This involved participation in the Joint ILO/WHO Committee on Occupational Health, the twelfth session of which was held in April 1995, as well as collaboration with other international bodies. The ILO has played a leading role in the preparations for the XIVth World Congress on Occupational Safety and Health, which will be held in Madrid in 1996.

Emphasis continued to be placed on the prevention and detection of occupational lung diseases, which are one of the largest categories of work-related diseases throughout the world. Training workshops on the prevention of lung diseases, based on the ILO classification of radiographs of pneumoconioses, were also organized in Brazil, Mexico, Peru, Thailand, Tunisia, Turkey, Ukraine, Venezuela and Viet Nam. The workshops brought together a total of 350 physicians who are now trained in the use of this classification. A set of reference radiographs was prepared for use in these training workshops.

In response to the recognized need for more stringent standards for protection against radiation, the ILO, together with FAO, IAEA, WHO/PAHO and the OECD's Nuclear Energy Agency, adopted a revised version of the International Basic Safety Standards for protection against ionizing radiation and for the safety of radiation sources (BSS). Practical guidance on the basic principles of radiation protection and safety was also prepared in a companion document to the BSS.[25] The standards set out in these publications are used by governments in the formulation of national legislation on radiation protection.

In the field of ergonomics, a manual was prepared in collaboration with the International Ergonomics Association containing 128 ergonomic checkpoints, which illustrate practical, easy-to-use ergonomic solutions to improve safety, health and working conditions and efficiency. The manual is particularly suited to the needs of small and medium-sized enterprises.[26] Work also commenced on the development of guidelines and training packages on practical ways to prevent injuries and disorders such as low-back pain, neck and upper limb disorders, and stress-related illnesses.

Access to information is one of the key aspects of preventing work-related hazards. Indeed, there is growing awareness that regulatory-driven policies for the prevention of accidents and diseases need to be supplemented, or even replaced, by information-driven strategies. The ILO's activities in this field continued to focus on supporting the formulation and implementation of national safety and health information strategies. In these activities, emphasis was placed on the development of networks of national institutions and the promotion of the free flow of information between national services and among the social partners. Central to these activities is the International Occupational Safety and Health Information Centre (CIS), which is a focal point of 88 national and 23 collaborating centres (in comparison with 75 and ten respectively at the end of the previous biennium).

With the support of these centres, safety and health information was presented and disseminated in a variety of forms. Twelve issues of the bulletin *Safety and health at work* were produced in English, French and Spanish. The bulletin contains information on a broad range of safety and health topics, training workshops and conferences, laws, regulations and directives, chemical safety data sheets, training materials and audiovisual aids, as well as selections of the latest books, journal articles, statistics, standards and codes of practice. The topics covered included construction and mining safety, major industrial hazards, ergonomics, chemical safety, safeguarding of machinery, asbestos, industrial hygiene and occupational and work-related diseases. This information was also made available on two compact discs (CD-ROMs), some 6,000 copies of which were produced and disseminated. Information was also disseminated through several on-line centres throughout the world. During the biennium, 500 pages of World Wide Web safety and health information were prepared and made available to Internet users. Some 4,400 new microfiches were added to the CIS's collection, which provides the libraries of the CIS national centres with the full text of materials contained in the CIS database.

Ever since the publication of its first edition in the 1930s, the ILO's *Encyclopaedia of occupational health and safety* has been one of the world's major authorities on safety and health information. The *Encyclopaedia* focuses on hazard recognition, prevention and control, and deals with virtually all major workplace hazards in all sectors of the economy, as well as many social and policy issues. Most of the preparations were completed for the fourth edition of the *Encyclopaedia,* which is set to be published during the course of the biennium 1996-97. Work on the *Encyclopaedia* involved collaboration with virtually every major occupational safety and health institution, whether public, private or non-governmental, throughout the world. Contributions were received from nearly 1,000 international experts in over 60 countries.

A reliable supply of basic information in an easily accessible format remains essential to workers' safety and health. Data sheets meet this requirement and continued to be produced and disseminated during the biennium. The series now comprises 367 titles in English, most of which also exist in French, with many also translated into other languages. International chemical safety cards continued to be reviewed and disseminated in the framework of the UNEP/ILO/WHO International Programme on Chemical Safety (IPCS) and a set of training modules on chemical safety was developed for use in Africa.

Assistance in the development and strengthening of national occupational safety and health information systems and institutions was provided in the form of technical cooperation activities in Central and Eastern European countries, the Andean countries and 40 countries in Africa and Asia. An external evaluation of the activities undertaken in Africa and Asia found that they had made a major contribution to the improvement of working conditions and environment in the target countries. As a result of this work, local production and use of safety and health materials, newsletters, technical, ergonomic and chemical data sheets are mushrooming.

Environment and the world of work

An interdepartmental project on environment and the world of work was established during the biennium to help fulfil the ILO's commitment to assist its tripartite constituents in the implementation of Agenda 21, the action programme adopted by the United Nations Conference on Environment and Development (UNCED).[27] The project had three aims: the ratification and implementation of ILO standards on the working environment; the promotion of the environmentally sound management of chemicals; and action to address the employment, training and poverty implications of environmentally sound and sustainable development.

The UNCED Conference asked governments to consider the ratification and implementation of existing environmental instruments, including the ILO's standards on the working environment. With a view to assisting the ILO's constituents identify practical measures to implement working environment Conventions and find new ways and approaches for their ratification, advisory missions visited Argentina, China, Estonia, Ghana, Guyana, Sri Lanka, the Syrian Arab Republic, Trinidad and Tobago and Tunisia. Special priority was given to the Chemicals Convention, 1990 (No. 170), the Prevention of Major Industrial Accidents Convention, 1993 (No. 174), and the Occupational Safety and Health Convention, 1981 (No. 155). National tripartite workshops to review these Conventions were held in each country — an exercise which led to some immediate and useful results at the national level. For example, in Estonia, Ghana and Sri Lanka, workshops recommended the ratification of Conventions Nos. 170 and 174. In the Syrian Arab Republic, Trinidad and Tobago and Tunisia, tripartite and multi-ministry coordinating committees were created or proposed to facilitate follow-up action. In each country, priority actions related to the implementation of the Conventions were identified with explicit deadlines and detailed work programmes to implement them.

During the 1990s, concerns about safety in the use of chemicals at work have, as mentioned above, resulted in the adoption of Conventions Nos. 170 and 174. In addition, Chapter 19 of Agenda 21 identified the promotion of the environmentally sound management of toxic chemicals on a worldwide basis as one of the key factors in achieving sustainable development. In response to these recommendations, the ILO has continued to participate in the joint UNEP/ILO/WHO International Programme on

Chemical Safety (ICPS) and has played a key role in the establishment of the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) and the Intergovernmental Forum on Chemical Safety (IFCS). It has also been assigned lead responsibility for coordination of the global harmonization by the year 2000 of existing systems for the classification and labelling of chemicals, including material safety data sheets and easily understandable symbols.

The immediate objective was to help countries identify and prioritize their needs in terms of human resources and institutional capacity-building to achieve these goals. This was accomplished in three pilot countries through the elaboration of national chemical safety profiles, which were finalized and endorsed by tripartite workshops in the Czech Republic, Brazil and Malaysia.[28] During the tripartite workshop in the Czech Republic, particular attention was paid to the need to develop relevant education and training programmes for specialists, workers and the general public, including training manuals, publications and the establishment of appropriate chemical databases, as well as their translation into the Czech language. In the case of Malaysia, the priority need identified was the formulation of a comprehensive national chemical safety policy and a harmonized format for the classification and labelling of chemicals in transportation and at workplaces. The tripartite workshop in Brazil requested the Ministry of Labour to establish a national tripartite commission to elaborate and implement a national programme on chemical safety, focusing on the classification and labelling of chemicals. The commission's responsibilities would include reviewing the implementation of Convention No. 170, ratified by Brazil in May 1995. An analysis was made of these three pilot cases, as well as of other information available on capacity-building requirements related to the introduction of harmonized systems for the classification and labelling of chemicals.[29]

To assist in addressing the relevant employment, training and poverty alleviation implications of environment and world of work issues, a series of pilot initiatives were carried out in Chile, the Philippines and Zimbabwe. The objective was to ensure that national Agenda 21 and sustainable development strategies, plans and programmes in these target countries also included critical world of work issues, such as working conditions, employment, training and poverty alleviation. Priority was given to promoting a demand-driven process led by constituents, including non-governmental organizations, community-based groups, other relevant ministries and government institutions and local authorities, in what was termed a "tripartite-plus" approach. "Tripartite-plus" national round-table meetings on environment and the world of work were organized in the Philippines in February 1995 and in Zimbabwe in November 1994.[30]

In the Philippines, the tripartite-plus national round-table meeting identified 13 projects centred on the working environment, participation at the workplace and environmental management tools. In addition to the contribution this process has made to improved communication and consultation within and between the ILO's tripartite constituents regarding environment and the world of work, the implementation of these projects has also led to a large number of practical outputs, including a handbook on "Greening the workplace"; training courses based on three basic environmental education modules applicable to workers and employers in the services, manufacturing, and recycling sectors; a model environmental provision which can be incorporated in collective bargaining agreements; training on environmental impact assessment (EIA) at the local level; and the launching of an environmental information centre for labour and industry.

In Chile, six projects were undertaken on a variety of subjects, including workers' education, safety and health and the environment, environmental management, environmental and occupational hazard mapping, the use of pesticides, and a code of practice for the forestry sector. While the projects in Chile produced useful results two have particular potential for replication in other countries. In the mining sector, the sectoral trade union federation, government health and inspectorate services and a major company collaborated in expanding and adapting the procedure for occupational hazard mapping to cover environmental factors. As a result, occupational and environmental hazards were systematically identified, evaluated and placed in order of priority for remedial action. This experience will be promoted as a new way to deal with occupational safety and health and environmental risks in other sectors and countries. Similarly, the development of a code of forestry practice demonstrated the close links between forestry productivity, environmental impact and work safety. Labour and environmental regulations are often too specific to be effectively applied in forestry. The specialized codes of practice drawn up by the social partners in the forestry sector themselves fill this gap and correspond closely to the needs of practitioners. Social partners in the forestry sector in other countries have requested ILO assistance in developing similar codes adapted to their specific needs.

In Zimbabwe, one of the most important priorities relating to environment and world of work identified by the "tripartite-plus" round-table meeting was housing, i.e. the direct linkages between the health and environmental constraints connected with housing (e.g., lack of clean water, sanitation, transportation and severely restricted living space) and the quality of work and life of workers. One of the projects undertaken consisted of a detailed assessment of current housing needs,[31] as well as a survey of home-based enterprises in Harare.[32] Other projects included a training programme on occupational safety, health and environment for employers' representatives in the mining sector; a review of publications and "tripartite-plus" consultation on safety, health and environmental issues related to export processing zones; and training workshops on health and safety and the environment and on industrial relations and environment for workers and local community officials.

Where national "tripartite-plus" meetings were held, they created a unique forum for a wide-ranging discussion of environment and world of work issues, ongoing activities and future priorities. These three country programmes provided an opportunity for the ILO's active partnership policy and system of MDTs to act as a catalyst in support of the development of new partnerships and alliances at the enterprise, local and national level.

A series of desk reviews[33] covering a number of countries demonstrated some of the new approaches adopted to the environment and the world of work in response to Agenda 21. These reviews provide a unique and innovative perspective of national efforts and priorities related to the follow-up of the UNCED Conference. They also show that world of work and environmental concerns have been the focus of increased attention in the past decade, but are often still regarded as being unrelated. In many countries, considerable efforts have been made to promote and develop links between environmental quality and working conditions, while in others environmental considerations are still considered a luxury. These reviews demonstrate that the majority of countries consider tripartism to be an important prerequisite for achieving sustainable development and combating poverty. A large number of the case-studies point to innovative examples of better working practices that take environmental considerations into account, including joint efforts to create new "green" employment. They reveal that measures are being taken to improve working conditions through employee training and participation in development programmes. They also document the creation and support of local Agenda 21 initiatives that are geared towards improving social, economic and environmental conditions in local communities.

Conditions of work

Globalization and competition, changing patterns of work, the requirement for increased flexibility and the needs and expectations of workers, are causing many countries to take a hard look at the regulation of working conditions. A major focus of the ILO's work during the biennium continued to be to assist member States provide basic worker protection and at the same time to encourage improvements beyond minimum standards. Work on new standards for part-time work and homeworkers was complemented by the development of materials for diagnostic and training activities, the collection and dissemination of examples of enterprise programmes to assist workers with family responsibilities, and studies on increasingly important issues such as older workers and working time.

Work expanded on standards and guidance to protect workers engaged in what are sometimes termed "atypical" employment relationships. In 1994, the International Labour Conference adopted the Part-Time Work Convention (No. 175) and its accompanying Recommendation (No. 182) — the first standards entirely devoted to the protection of workers who did not work full time. (See box.) A first discussion of proposed standards on home work was held at the 82nd Session of the Conference in 1995 with a view to the adoption of new instruments at the 83rd Session in 1996. Two studies on home work were also prepared: one containing examples from eight countries of action programmes to protect homeworkers[34] and another on their employment and working conditions, including examples of "best practice".[35]

With more women joining the labour force, there is growing pressure for policies and practical measures which assist both men and women to

Part-time work standards

Part-time work now accounts for an important share of the labour market in an increasing number of countries. It is a form of work that is particularly prevalent among women. However, national labour legislation and social protection systems have mostly been designed with full-time workers in mind, with the result that the protection afforded to part-time workers may in some respects be lower than that of their full-time colleagues. The remuneration rates of part-time workers also tend on average to be lower than those of comparable full-time workers.

It was to address the specific needs of these workers and the growing importance of part-time work that the International Labour Conference adopted the Part-time Work Convention (No. 175) and its accompanying Recommendation (No. 182) at its 81st Session in 1994. The instruments mark important progress by establishing a standard definition for part-time workers, who are considered to be employed persons "whose normal hours of work are less than those of comparable full-time workers".

The principal provisions of the Convention concern the issue of how equality of treatment is to be applied to part-time workers. The Convention includes a requirement that measures be taken to ensure that part-time workers receive the same protection as full-time workers in respect of the right to organize, occupational safety and health and discrimination in employment and occupation. The condition of equivalence, which includes the calculation of cash benefits in proportion to hours of work, is applied in other areas, including statutory social security schemes based on occupational activity, maternity protection, termination of employment, sick leave and paid annual leave and paid public holidays.

Under the terms of the Convention, measures also have to be taken to ensure that part-time workers do not, solely because they work part time, receive a basic wage which, calculated proportionately, is lower than that of comparable full-time workers.

Because of the number of women who work part time, the instruments constitute an important addition to the ILO's standards relating to equality of treatment. The principles set out in the Convention were taken into account in the Platform for Action adopted by the Fourth World Conference on Women.

balance their work commitments with care for children, the sick and elderly family members. Activities focused on the promotion of the Workers with Family Responsibilities Convention (No. 156) and its accompanying Recommendation (No. 165), 1981. An Asian regional tripartite seminar on workers with family responsibilities was held in Brisbane (Australia). At this seminar, representatives of workers, employers and governments from eight countries discussed ways to develop and implement national policies to support workers with family responsibilities. Practical examples of measures and approaches that enterprises have found beneficial in reconciling work and family responsibilities were collected in a document which outlines the issues at the enterprise level. The examples illustrate that measures to harmonize work and family life often form part of a broader process of linking productivity improvements with employee well-being and with a more flexible organization of production and working time.[36] A study was also carried out on *Combining work and elder care*, which provides an overview of national policies and enterprise approaches in six industrialized countries.[37] These activities contributed to the promotion of ILO standards on workers with family responsibilities by raising awareness of the importance of developing a national policy and identifying practical measures which can be taken by the social partners to assist workers with family responsibilities. The activities also formed part of the ILO's observance of the United Nations International Year of the Family, 1994.

The ageing of the population is increasingly recognized as a phenomenon which is changing the structure of societies and the labour force. However, labour market policies in industrialized countries over the past two decades have tended to exclude older workers prematurely from the labour force, thus multiplying the burden of ageing dependants on the working population and on social security systems. The contradictions of these two developments and possible approaches to reversing early retirement trends are discussed in a comparative study, based on previous work on older workers. Published in the *World Labour Report 1995*, the study received worldwide media attention. More than 200 articles were published by major newspapers and news agencies and many television and radio programmes featured highlights of the study.

Developments in information technology make employees increasingly vulnerable to sophisticated methods of data collection and surveillance. In few other circumstances is so much information of a personal nature processed over so long a period as in the employment relationship. To protect workers effectively, general provisions on data protection need to be supplemented by rules covering their specific needs. A draft code of practice on workers' privacy was prepared and submitted to member States for comments. Due to the financial situation of the Office, the Tripartite Meeting of Experts which was to examine the draft code, was postponed until 1996.

Major changes are taking place in the length of time workers are called upon to spend at work and in the organization of their hours of work.

Increased pressure for greater flexibility in enterprises and efforts to adapt working time to the needs and expectations of workers are leading to the diversification of working time schedules and to the reconsideration of limits and regulations respecting working time. In the current context of high levels of unemployment and underemployment, the need to find ways of protecting and creating jobs is leading to renewed interest in the relationship between working time and employment levels and patterns. With a view to updating and extending knowledge of working time regulations and practices, information was collected and disseminated on current approaches and trends. An issue of the *Conditions of Work Digest* was prepared on the basic aspects of working hours, i.e., normal hours of work, overtime, rest periods and annual leave. The publication compiles basic information covering a large number of industrialized and developing countries and the relevant international standards. It describes the legislation and practice in selected countries and presents an overview of trends and issues.[38]

Occupational stress can no longer be considered an occasional isolated problem; it affects all categories of workers, workplaces and countries. As such, it is resulting in rising costs to individuals, companies and society. There is now greater awareness of the need for effective and innovative ways of dealing with the problem. Current stress control programmes at the enterprise level reflect the emergence of a promising trend for measures to be taken to eliminate the causes of the problem rather than treat its effects. In order to facilitate the dissemination of this approach, manuals were prepared on stress prevention for nursing personnel, workers in offshore operations, air traffic controllers, assembly line workers and bus drivers.[39] The manuals recommend a number of practical preventive measures which can be used at the enterprise level to eliminate the causes of stress, and improve the health and productivity of the workers concerned.

Small enterprises are a dynamic sector in most national economies and make a very significant contribution to national development. But their productivity could often be greatly improved — as could the lives of their workers — if the general problem of poor working conditions in such enterprises were overcome. An approach to this issue, involving voluntary action by entrepreneurs with their workforce to improve working conditions and productivity, has been developed into a programme known as Work

Improvements in Small Enterprises (WISE). During the biennium, a series of technical cooperation activities using the WISE approach were carried out. These included a three-year project adopting the WISE technique in the Philippines, where a workshop on the small garment industry was also held. Seminars were held in Nepal and Indonesia and a training course was organized in Manila for facilitators from eight Asian countries. A subregional training course was organized in Bolivia for trainers from employers' organizations and training institutions from five countries; and workshops for entrepreneurs were held in Bolivia, Costa Rica and Mexico. After translating WISE training materials into Portuguese, a national programme was launched in Brazil and a seminar was held for the small garment industry in Sao Paulo. In Africa, WISE projects were launched in Zimbabwe and Swaziland. Two workshops for the small garment industry were held in the United Republic of Tanzania and training activities based on the WISE approach were included in an enterprise development project in South Africa. A collection of case-studies of the successful application of the WISE approach and its replicability was prepared during the period under review.[40] One of the case-studies showed that, one year after the manager of a small enterprise producing telephone sets in Uruguay had received training, the improvements introduced at the enterprise had been instrumental in tripling productivity. As a result of this success, the workforce of the enterprise had increased from 25 to 38. In another case in Chile, the participants at a WISE course had formed an association to exchange ideas and experience with a view to maintaining the momentum for improved productivity and conditions of work. In yet another case, following three WISE seminars in Brazil, it was found that entrepreneurs from 66 enterprises had identified and implemented over 1,000 improvements in working conditions.

Modern enterprises in an open market have to remain competitive by: continually improving the organization of their work; increasing the quality of their products; introducing a more efficient layout and better use of machinery; cutting idle time in production; and improving the skills, quality of work and commitment of their workers. As a practical tool suggesting rapid, simple and low-cost solutions for large and medium-sized enterprises, a manual was prepared on work organization and ergonomics.[41] It addresses more complex operational situations than its predecessor, *Higher productivity and a better place to work*, and is designed for use by entrepreneurs, training institutions and employers' organizations in all regions of the world.

Social security

International labour standards provide a framework for the development of social security systems to protect workers and their families against a range of contingencies. However, many countries have not yet been able to develop effective social protection systems. Moreover, existing systems continue to experience financial and administrative difficulties and have been unable to extend coverage beyond a relatively small section of the labour force. Countries undergoing economic restructuring face difficult choices on radical reforms to their social protection systems. Almost everywhere there is a continuing process of review and revision to reconcile demands for improved social protection with economic objectives. In this context, ILO activities during the biennium were designed to assist in: the reform and adaptation of social security programmes necessary as a result of the adoption of structural adjustment policies; the establishment of a sound financial and economic basis for social security schemes; the improvement of institutional arrangements and managerial, administrative and training capacities; and the extension of coverage to other sections of the population.

The approach adopted in these activities was to provide both global and country-specific guidance and assistance. Guidance of a general nature was provided through the preparation of a manual on health-care planning and financing designed to assist policy-makers, planners and ILO advisory staff.[42] The manual is a sequel to a joint WHO/ILO guidebook on social health insurance development published in 1994.[43] These methodological tools for health-care planners were supplemented by a micro-computer-based generic model for the financial analysis of statutory health-care systems. Valuable information and guidance also continued to be provided for policy-makers, planners and international experts in the statistical survey of the cost of social security throughout the world. The 14th inquiry was completed and the 15th is now under way.[44] This survey is unique in its depth of coverage. In view of the global debate on the affordability of social protection, it will assume even greater importance as background information for policy formulation.

The majority of the ILO's activities in the field of social security took the form of the provision of advisory services and technical cooperation to member States for the development or restructuring of their social security schemes. In this work, it was often necessary to recommend that a comprehensive review be undertaken of national social protection arrangements as a basis for reform and the identification of a long-term strategic framework, rather than a series of piecemeal measures. In this context, the link between economic restructuring and the reform of social protection is almost universally recognized. As a consequence, the ILO's technical cooperation activities in the field of social security have been carried out not only with its traditional counterparts, ministries of labour and the social partners, but also with the ministries responsible for health and social welfare and, in particular, ministries of finance and planning. It has been an encouraging sign that as a result member States have shown a greater tendency to seek ILO expertise to contribute to their social security reform programmes.

Comprehensive reviews of social protection systems were undertaken in a number of countries, including Bulgaria, Burkina Faso, Congo, Latvia, Mexico, Morocco, the Philippines, Thailand, Ukraine, Uruguay and Zambia. Requests for assistance may to a great extent be attributed to the widespread recognition of the linkage between economic reform and the restructuring of the social security system. This has led to improved collaboration between the ILO and the World Bank, for example in Zambia, where a joint ILO/World Bank mission made a series of recommendations which are fully consistent with ILO objectives and standards. These were accepted by the Government and are now being implemented. The ILO also collaborated with the World Bank in the development of recommendations for social security reforms in the Lao People's Democratic Republic, Madagascar, Turkey and Ukraine. In other cases, such as Bulgaria and Slovakia, the ILO collaborated closely with the European Union. Technical advisory services were also provided to a number of countries, including Latvia, Mexico, Turkey and Uganda, to provide assistance in the design and development of comprehensive health-care programmes.

During the biennium, there was a shift in emphasis in technical cooperation activities in the field of social security from longer-term projects which are directly executed by the ILO (although such projects are currently being implemented in Uganda and the United Republic of Tanzania), to projects where the ILO's role is limited to undertaking a policy review for member States or providing them with specialist assistance at the implementation stage. As a means of facilitating the transfer of expertise and increasing the sustainability of project outputs, member States take full responsibility for the execution of the projects through the establishment of ministerial committees. This situation is reflected in the technical cooperation projects on social security reform in China, the Philippines, Slovakia and Turkey.

Arrangements for the financing of social security systems, and particularly pension schemes, lie at the heart of many of the problems experienced by member States in the field of social security. Responding to strong demand, a substantial number of financial and actuarial activities were undertaken. Advisory services were provided, actuarial evaluations and financial assessments of existing schemes undertaken and studies carried out to establish the financial feasibility of new schemes or substantial reform programmes in a number of countries, including Bulgaria, Latvia, Samoa, Slovakia, Togo, Tunisia and Zimbabwe. These activities were supplemented by the development of national training programmes and the provision of support for national quantitative model building as a means of strengthening national management capacities. An important computer-based tool was also developed for the financial management of national social protection systems (see box overleaf).

The administration of social security schemes is another area in which there is strong demand for technical assistance from the Office. Many schemes are affected by weaknesses at the operational level related to the maintenance of records, the collection of contributions and the payment of benefits on time. Other problems arise on account of inadequate coordination, a lack of clarity as to institutional roles and responsibilities, or difficulties in achieving in practice the autonomous status conferred on institutions by law. Assistance was provided at the country level through technical cooperation projects and the provision of technical advisory services. Recipient countries included Uganda and Zambia, where assistance focused on improving administrative efficiency and institutional reform, and Ukraine and Viet Nam, where advice was given on ways the systems might cope with their new responsibilities related to the growth of the private sector. At a more general level, guidance was provided through

Social protection accounting model: A tool for policy-makers

Social protection systems redistribute between 10 and 25 per cent of GDP, depending on the level of development of the country. The social protection system is therefore in itself a major economic factor. Yet, outside the European Union and the OECD, hardly any countries possess tools to assist in the financial and economic macro-management of their social protection systems.

Spurred by the complex economic and social reform processes in the transition countries of Central and Eastern Europe, a social accounting model was developed to enable policy-makers to make projections and simulations of the effects of alternative policy decisions on individual social protection schemes and the level and structure of national social expenditure and its impact on the state budget.

The model consists of a complex but user-friendly spreadsheet that can be run on most personal computers. It is composed of modules covering factors such as demographic forecasts, macroeconomic conditions and the labour market situation, through which growth and productivity assumptions can be translated into age and sex-specific employment figures. Based on these forecasts, the model estimates expenditure on the various categories of social benefits, the total insurable earnings of employed persons and the resulting social contributions in the various branches of social insurance, as well as the financial commitment of the government or other public budgets to the financing of benefits. It also makes a crude forecast of the impact of social protection on the development of the public deficit.

At the request of the European Union, the model was first applied to Slovakia, where it demonstrated for policy-makers the close inverse relationship between economic growth and total social spending. It also showed how the level and structure of social expenditure could be influenced by various policy decisions, even within a relatively short period. The model is now also being used in Thailand and Turkey.

a tripartite meeting of social security experts in Cyprus in March 1994. The analysis made by the participants at the meeting of the problems encountered in the governance of social protection systems was published.[45] Training modules were also developed on various aspects of social security administration and will be made available for general use in social security institutions.

International Social Security Association

The work of the ILO in the field of social security continued to be complemented by that of the International Social Security Association (ISSA), a non-governmental organization representing national social security institutions. In December 1995, the ISSA's membership was 245 affiliated member institutions and 96 associate members from a total of 130 countries. ISSA's activities are based on the exchange of information and administrative experience in the fields of social security and occupational safety and health through the organization of international and regional meetings and training seminars. These activities are supplemented by research work and information activities.

One of the objectives of the ISSA is to improve the training of middle-level managerial staff in social security institutions. The participants in its training courses are instructed in the use of specially prepared training manuals and other training materials, which they can then use to train their colleagues.

With a view to providing member institutions with greater support in the field of social security statistics and actuarial studies, the ISSA established a worldwide network of social security actuaries and statisticians. Nearly 200 actuaries and statisticians were also brought together to exchange experience and ideas during the International Conference of Social Security Actuaries and Statisticians, held in Greece in June 1995. The participants at the Conference set up an executive committee to coordinate and develop the ISSA's activities in this respect.

During the biennium, the ISSA also held a number of meetings and issued publications on the most topical subjects affecting its member institutions, such as the impact of structural adjustment programmes on social security in Africa,[46] migration and social security,[47] the role of social security in tomorrow's world[48] and developments in the field of social security in Central and Eastern Europe.[49]

To improve the dissemination of information on social security, ISSA commenced the development, in coordination with the ILO, of an international integrated system for social security information consisting of documentary data on social security schemes throughout the world, descriptions of these schemes and quantitative data on social protection at the national level.

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[27] See Report of Tripartite Advisory Meeting on Environment and the World of Work, Geneva, 1992 (GB.254/5/6).

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[31] Documentation produced by the project includes: *Preliminary literature review of housing needs and supply issues*, Harare, 1995, and *Preliminary reports of interviews with consumer/supply finance groups*, Harare, 1995.

[32] Copies of the results and analysis of the survey are available on request.

[33] National desk reviews were prepared concerning the following countries: Australia, Burkina Faso, China, Côte d'Ivoire, Denmark, Ghana, Italy, Japan, Kenya, the Netherlands, Norway, the Philippines, Poland, Sweden, the United Republic of Tanzania, Trinidad and Tobago, the United Kingdom, the United States and Zimbabwe. Copies available on request.

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Active partnership

4

The years 1994-95 were the first full biennium of implementation of the active partnership policy, which sets out to bring the ILO closer to its constituents and improve the technical services provided to them. Central to this policy is the establishment of the network of multidisciplinary advisory teams in the regions. By the end of the biennium, all 14 multidisciplinary advisory teams had become operational and the majority of their technical advisers had been appointed.

One of the elements of the active partnership policy is the setting up, in close consultation with government authorities and employers' and workers' organizations, of country objectives covering the main social concerns and most serious problems encountered by each country within the ILO's fields of competence. During the period under review, country objectives and programmes in draft or final form were elaborated in over 70 countries. The involvement of the social partners in this process and their response to it was positive and encouraging. The process has acted as a catalyst in bringing together ministries of labour and employers' and workers' organizations to discuss issues of common concern and to decide and agree upon priority issues. It has also resulted in constituents becoming more closely involved in the planning, implementation and monitoring of ILO programmes and activities at the country level.

One consequence of this enhanced dialogue has been that, at the request of the constituents, specific components to promote tripartism have been included in country objectives. National tripartite workshops on industrial relations have been a key feature of most of these objectives. In some cases, the national response to the active partnership policy has resulted in the Ministry of Labour setting up or reactivating a tripartite consultative committee to support the policy. This positive response is also shown by the fact that during the biennium 17 countries ratified the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). The work of the multidisciplinary advisory teams has also led to a much more constant and coherent flow of information to and from trade unions and employers' organizations. In many instances, the whole multidisciplinary advisory team has been involved in providing assistance to employers' and workers' organizations and in promoting activities of a tripartite or bipartite nature.

Greater involvement by constituents in the design of ILO programmes has led to a clear trend for more requests for advisory services. As a result, there has been a perceptible shift from the more "traditional" project-based activities towards more programme-oriented and higher-level advisory and analytical activities. Indeed, country objectives call for more activities of a policy-advisory nature than have been delivered at any time in the past. The guidance provided is designed to acquaint constituents with different experiences, systems, practices and legal provisions, thereby increasing their capacity to make the most suitable and useful decisions for themselves.

Another tendency of the ILO's regional activities that developed during the biennium under the influence of the active partnership policy was that a multidisciplinary approach covering many fields of action became increasingly important to the ILO's work. This also held true for its technical cooperation projects. As described below, examples of this approach included the project for regional industrial and labour market restructuring in Central and Eastern European countries and the employment generation programme in Cambodia.

Africa

During the biennium, two major and related concerns were predominant in ILO activities throughout the African region; namely the promotion of employment and the eradication of poverty. These concerns were outlined in the country objectives statements setting out the needs and priorities of member States. In this context, the fourth ILO biennial meeting of African employment planners, held in Accra, Ghana, in December 1994, reviewed the employment situation and the prospects for the region. This meeting identified policies and institutional requirements for the formulation and implementation of comprehensive national employment programmes, laying particular emphasis on action to facilitate the access of women to opportunities for productive work. In response to heightened concern in the region, the Accra meeting also discussed the effects of the HIV/AIDS pandemic on the African labour force. The Office also provided technical support for an ACC Steering Committee on economic recovery and development in Africa in the field of employment generation and sustainable livelihoods. This led to the preparation of the UN Secretary-General's Special Initiative on Africa, which was discussed by United Nations system executive heads at the October 1995 session of the ACC.

Central to the ILO's activities in the African region during the biennium was the Eighth African Regional Conference, held in Mauritius in January 1994. At that Conference, the Republic of South Africa, which subsequently rejoined the ILO in May 1994 following an absence of three decades, was represented by a tripartite observer delegation from the National Manpower Commission (NMC), which included representatives of democratic employers' and workers' organizations. The Regional Conference discussed two issues of major concern to constituents in the region in view of the employment and economic crises, namely policies and programmes for entrepreneurship and small enterprise development in both the urban and rural sectors, and the extension of social protection during periods of structural change. The Conference also reviewed the activities of the ILO in the region since the previous meeting in 1988 and considered the action taken by member States as regards the ratification and application of international labour standards, in accordance with their obligations in this respect. In response to a resolution adopted by the Conference concerning the devaluation of the CFA franc in January 1994, a tripartite meeting was organized in Dakar in October 1994. The 14 CFA franc countries participated in the meeting, which discussed the employment and other social and economic implications of the devaluation, and recommended measures to cope with its negative consequences and take advantage of the opportunities to increase exports created by the devaluation.

East Africa Multidisciplinary Advisory Team

The East Africa Multidisciplinary Advisory Team, which is composed of ten technical advisers, is located in Addis Ababa and covers Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Madagascar, Mauritius, Seychelles, Somalia, the United Republic of Tanzania and Uganda. During the biennium, in cooperation with constituents at the national level, the team undertook country objectives reviews and prepared country objectives statements in ten countries. These were used as a point of reference in the planning of the team's activities and in complying with requests for assistance from member States.

Unemployment and poverty were identified by constituents as being the major concerns in the subregion. Closely related to these problems, both as cause and effect, are the weak capacities of institutions responsible for social and labour matters, as well as the divergence between the services provided by vocational training and education systems and the requirements of the labour market. At the same time, the difficult economic and financial situation has contributed to a deterioration in working conditions and the erosion of social protection, combined with a general inability to comply fully with the obligations deriving from international labour standards.

In its activities during the biennium, the team therefore placed emphasis on the provision of assistance to constituents to help them acquire the necessary capacity to adopt policies and measures for employment promotion and poverty alleviation. This involved advising member States on the formulation of strategies and policies, as well as on the institutional framework needed for employment planning. The member States which benefited from advisory services in these fields were Eritrea, Ethiopia, Kenya, Seychelles and Uganda. The recommendations provided were designed to improve macroeconomic performance and increase the employment content of the resulting growth. Training and advisory services emphasized the establishment of arrangements for the collection and effective use of labour market information as a basis for employment planning. In all of these activities, the approach adopted included the protection of vulnerable groups and the promotion of equity considerations in dealing with employment and poverty problems. The recommendations made by advisory missions to Eritrea, Ethiopia, Kenya and Uganda included measures to ensure that the main beneficiaries of action programmes were women, young persons and persons with disabilities. These activities were supported by tripartite workshops and seminars on gender issues in Comoros, Djibouti, Ethiopia, Madagascar, Mauritius and Seychelles. There are indications that making policy-makers aware of the importance of integrating employment promotion and poverty reduction into their economic reform programmes has had a positive impact in a number of countries, including Ethiopia, Kenya and Uganda, and has led to the formulation of comprehensive employment programmes.

Assistance was also afforded in the development and implementation of employment-creation projects and programmes designed to reduce poverty, including employment-intensive public works programmes and small and micro-enterprise projects. Beneficiary countries included Eritrea, Ethiopia, Kenya, Seychelles, the United Republic of Tanzania and Uganda. An example is the Tanzanian National Income Generation Programme, under which missions assisted in the formulation of project proposals and technical support was provided for ongoing programmes, such as the project to alleviate urban poverty in the Hanna Nassif settlement area in Dar es Salaam. The aim of this employment-intensive project was to use small local contractors and community-based labour to develop infrastructure and improve communal facilities. Employment opportunities were also provided through environmental projects, including solid waste collection and recycling. For example, one of the aims of a project to upgrade the drainage system in Kampala completed during the biennium, was to strengthen the capacity of the local authority to replicate employment-intensive community-based initiatives in low-income urban areas.

As a prerequisite for the improved functioning of labour markets and the enhancement of employment and income prospects, assistance was given on the reform of vocational training and education systems. Reviews of training systems were carried out in Djibouti, the United Republic of Tanzania and Uganda, where the recommendations made included measures to make the systems more responsive to skills requirements and more flexible in developing skills both in the formal and informal sectors. The approaches advocated included greater participation by employers and NGOs, the setting up of special funds for informal sector training through small levies on payrolls and the establishment of national schemesfor self-employment and informal sector training. Support was provided for national training needs assessment studies in priority economic sectors, such

Improve Your Business (IYB) in Uganda

Small enterprises are the driving force of economic growth and employment creation. Yet one of the greatest barriers to their development is the dearth of entrepreneurial skills, particularly in developing countries.

The Improve Your Business (IYB) programme was developed to meet requests from member States for an effective, low-cost package to train small entrepreneurs in basic management skills. IYB consists of a number of interrelated training packages and support materials to train small enterprise owners and managers in developing countries in the business management skills they need to make their enterprises grow. The IYB programme has been introduced in more than 50 countries and its materials translated into over 30 languages. More than 100,000 entrepreneurs have received IYB training.

IYB is used by institutions that are already involved in small enterprise development. In Uganda, where the programme was first introduced in 1988, the leading role in its implementation has been taken by the Federation of Uganda Employers. In 1994, at the beginning of a three-year programme, the Uganda IYB Coordinating Committee was established to facilitate collaboration between all the user organizations, which also included the Uganda National Chamber of Commerce and an organization of persons with disabilities. With a view to institutionalizing the programme, donor support has been reduced by stages over the three-year period, with funding being taken over by the participating organizations and entrepreneurs.

The Uganda National IYB programme has so far trained 71 IYB trainers, who have in turn provided training for over 1,400 entrepreneurs. To ensure continuity and a constant supply of IYB trainers in the participating organizations, the ILO has accredited five master trainers in Uganda, who will continue to develop national trainers.

Because of the dynamism of the IYB programme in Uganda, this country was one of two involved in the testing of the new Start Your Business (SYB) component of the business skills package, which is designed for potential entrepreneurs. Twelve trainers were instructed on ways to identify aspiring entrepreneurs and instruct them on the steps they should take when starting a business. The package has been enlivened by the use of a business game developed specifically for the IYB programme.

Like all national IYB programmes, the one in Uganda forms part of an international network promoted by the ILO with a view to the continuous development and upgrading of the programme and the exchange of experience and best practices.

as agriculture, and for the launching of intensified programmes of instructor training.

The principal aim of the team's activities to assist trade unions and employers' organizations was to strengthen their research and analytical capacities, with a view to helping them respond to the challenges posed by the globalization of production and the liberalization of trade. Technical support was provided to meetings organized by national workers' and employers' organizations and training materials were prepared for use by local officials. National seminars for employers' organizations were held in Eritrea, Kenya and the United Republic of Tanzania on topics that included industrial relations, human resources development and the role of employers in structural adjustment programmes. Similar activities to strengthen the capacities of workers' organizations were carried out in Eritrea, Ethiopia, Kenya, Mauritius, the United Republic of Tanzania and Uganda. These activities included: seminars and workshops on subjects such as equality and gender issues; workers' education and the environment; the social dimensions and employment implications of structural adjustment; trade union management; collective bargaining; and occupational safety and health. The team also collaborated with regional trade union organizations in research projects and the development of manuals on employment planning and labour issues.

Constituents were also assisted in the improvement of working conditions and social protection for workers. Workshops were held in Mauritius and the United Republic of Tanzania using the Work Improvements in Small Enterprises (WISE) methodology. In the field of occupational health and safety, help was provided to prepare a national training manual in Ethiopia, while advisory missions visited Kenya, the United Republic of Tanzania and Uganda. Training was delivered on occupational safety and health issues in the Seychelles and support was provided for a Commonwealth training course in Kenya. Ethiopia was supported in the development of a database on working conditions, occupational safety and health and child labour. Preliminary reviews of social security systems were also undertaken in Eritrea, Kenya and Uganda in the context of the country objective reviews.

Central and West Africa Multidisciplinary Advisory Team

The Central and West Africa Multidisciplinary Advisory Team, with 15 technical advisers, is located in Abidjan and covers Angola, Benin, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Congo, Côte d'Ivoire, Equatorial Guinea, Gabon, Ghana, Niger, Nigeria, Rwanda, Sao Tome and Principe, Togo and Zaire.

The team became operational during 1995 and has since contributed to the initial analysis for country objectives statements covering nine countries. The final country objectives statements are at various stages of completion. An important aspect of this process has been the opportunity afforded to constituents to become more familiar with the wide range of services available to them within the overall mandate and competence of the ILO and the increasingly multidisciplinary approach adopted by the Organization in its activities. In addition to high levels of unemployment and a low level of development of human resources, the major problems faced by countries in the subregion include an insufficient level of popular participation in the development process and rising poverty levels, which afflict women and children in a particularly severe way. Existing institutional structures are inappropriate to deal with these issues and the problems faced by the workforce include worsening working conditions and inadequate social protection arrangements. Inequality between men and women in access to employment and socio-economic opportunities is another major problem.

With a view to addressing these issues, the countries in the subregion were provided with advisory services in a number of fields, including support for the design of employment promotion and poverty alleviation policies. Following the tripartite meeting on the devaluation of the CFA franc, many countries in the subregion received technical support to assist them in the implementation of the meeting's recommendations which focused on: increasing the employment-generation dimension of investment projects; giving priority to local resources and labour; and removing current constraints on the development of small and medium-sized enterprises. The technical assistance delivered to follow up these recommendations included help with the revision of labour law and support for the development of labour market monitoring and employment planning capacities. In particular, the team contributed to the process of establishing and operating employment observatories, such as the one in Côte d'Ivoire, and employment and investment policy units in ministries of planning and employment, with the aim of increasing the employment-intensive aspects of investment programmes.

One of the ways in which the ILO promoted employment and incomes for the poor was through its continued activities to develop cooperatives. This is a field in which the ILO has been active for many years in the subregion, for example through the ACOPAM project. In addition to the projects to assist in the development of cooperatives at the local level, advisory services and technical assistance were provided for the design and implementation of cooperative development policies and programmes, and for the revision of the relevant legislation. With a view to restructuring the cooperative movements in the countries concerned — so that they might be better adapted to their members' needs in the light of current economic reforms and structural adjustment programmes — existing legislation was reviewed and national consultative seminars were organized to consider the proposed changes. As a result of these activities, legislative reforms and the adoption of policies are at various stages of completion in Benin, Burkina Faso, Chad, Congo, Côte d'Ivoire, Guinea-Bissau, Mali, Niger, Nigeria, Senegal, Togo and Zaire.

The team's work to strengthen social dialogue and tripartism in the subregion had the dual aim of reviewing consultative machinery and reinforcing the capacities of the social partners. Subregional and national tripartite seminars were held and advisory services provided to assist in reviewing, formulating or revising labour legislation respecting tripartite consultative mechanisms. Proposals were also made for the strengthening of collective bargaining systems, the resolution of industrial conflicts and the development of workers' participation in decision-making at the enterprise level. The countries benefiting from assistance of this nature included Benin, Burkina Faso, Côte d'Ivoire, Niger and Togo. Capacity-building activities for trade unions and employers' organizations included the organization of seminars on the role of the social partners in tripartite consultations and on the implementation of international labour standards. Technical assistance was also provided to strengthen the capacities of labour ministries. Beneficiary countries included Benin, Burkina Faso, Central African Republic, Mali and Niger. These activities contributed to an improvement in trade union management and activities in Côte d'Ivoire, better industrial relations and collective bargaining in Gabon and Mauritania, and the development of effective tripartite arrangements for labour relations in Mali.

Assistance was provided to improve the vocational rehabilitation and employment opportunities available to persons with disabilities. The Central African Republic, Gabon, Guinea and Sierra Leone received technical assistance in the formulation of national legislation respecting persons with disabilities, with the aim of bringing it into line with the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159). In Côte d'Ivoire, the support provided to help establish an apprenticeship programme for persons with disabilities in the region of Bouake concentrated on the identification of appropriate occupations for the disabled and the conditions for the participation of master artisans and the regional chamber of commerce. In Cameroon, the multidisciplinary advisory team assisted in the organization of a national seminar, attended by representatives of various economic sectors, to formulate a multisectoral policy for the socio-economic integration of persons with disabilities. The assistance provided to the countries mentioned in this paragraph and other countries in the subregion included guidance on the collection and analysis of statistics related to vulnerable groups.

The team's activities also resulted in discussions being held in a number of countries; it is expected that the outcome of these discussions will lead to the adoption of new policies in the field of social security and protection. Technical advisory services in Benin, Burkina Faso, Central African Republic, Gabon, Gambia, Guinea, Mauritania, Morocco and Zambia focused on strengthening the capacities of the government and the social partners in the formulation of legislation and social protection policies for the modern sector. Many of these activities concerned the development of measures for the vocational rehabilitation of victims of work-related accidents. Advisory services were provided in Angola, Burkina Faso, Congo, Côte d'Ivoire and Ghana to assist in the development of statistical and management systems for social security institutions. Benin, Burkina Faso, Central African Republic, Mali and Niger received technical support for the establishment of consolidated social security training programmes covering the various branches of social protection.

In the field of occupational safety and health, a project covering Benin, Burkina Faso, Central African Republic, Mali and Niger has helped increase awareness and knowledge of occupational hazards. Throughout the subregion, assistance was provided in the establishment of systems for the collection, analysis and dissemination of regular and reliable statistical data on work-related accidents and occupational diseases. Technical assistance was also supplied in Benin, Burundi, Central African Republic, Rwanda and Zaire for the formulation and revision of national laws and regulations to bring them into line with international labour standards on occupational safety and health. In Benin, Madagascar and Togo, the team contributed to the design of sensitization and information programmes aimed at enterprises in both rural and urban areas which involved the national authorities, the social partners and associations of cooperatives. These activities were supported through the development of educational and training modules on occupational safety and health.

North-West Africa Multidisciplinary Advisory Team

The North-West Africa Multidisciplinary Advisory Team, with seven technical advisers, is located in Dakar and covers the following countries: Algeria, Cape Verde, the Gambia, Guinea, Guinea-Bissau, Liberia, Libyan Arab Jamahiriya, Mali, Mauritania, Morocco, Senegal, Sierra Leone and Tunisia. Country objectives were finalized for three countries and preparatory analytical studies were carried out for the other countries in the subregion.

The team covers a vast subregion characterized by different and complex political, social and economic problems. In the countries of the Maghreb in North Africa, the issues addressed by the team were related to the negative effects of heavy foreign indebtedness and increased dependence on external markets. Open unemployment levels have been rising among young persons and graduates, while the expansion of the informal sector is due to the decline in wage employment. The reduction in household incomes has resulted in increased poverty rates. In contrast, the problems of the West African countries covered by the team are linked to high population growth. In these countries, the private sector is not sufficiently developed to absorb the supply of labour and wage employment has been diminishing. For example, less than 6 per cent of the active population in Senegal is employed in the modern sector. As a result, the informal sector has become saturated, particularly in urban areas. The problems are compounded by a mismatch between training systems and labour market demand. The rise in the level of poverty, especially of women, young persons and children, has resulted in an increased incidence of child labour. These problems are closely related to difficulties associated with the promotion of social dialogue, and the ensuing risks of social and political tension.

The activities undertaken by the team were decided upon after consultations with ILO constituents and other development partners in member States. Discussions with constituents in connection with the formulation of country objectives statements reinforced the visibility of ILO intervention at the national level. The effectiveness of the team in responding to requests for assistance from the tripartite constituents was demonstrated by the integration of its recommendations into national development programmes.

The team's work in this respect provided an appropriate context for its activities to enhance national capacities in the field of tripartism and social dialogue. These activities included the organization of seminars in Mali on tripartite consultation and the promotion of social dialogue. An evaluation was undertaken of social consultation machinery in Guinea and recommendations were made to strengthen its operation. Advisory services were also provided to Ministries of Labour in Guinea-Bissau, Mauritania and Sierra Leone with a view to increasing the coherence between the various departments and facilitating better interdepartmental coordination, particularly in the fields of labour relations and employment promotion. Advisory services also included promotional work for the ratification and implementation of international labour standards. Information on international standards and national legislation was disseminated, particularly through ILOLEX and NATLEX, and training was provided to government officials and employers' and workers' representatives on ILO standards and the supervisory machinery.

Support to the countries in the region for the promotion of employment concentrated on the promotion of enterprises and the development of human resources. Technical assistance was provided in the design and implementation of programmes to alleviate poverty through increased access to productive and remunerative work. Training seminars and workshops on approaches and strategies for the promotion of micro-enterprises were organized for government officials and the social partners. Constituents were also assisted through evaluations of national institutional capacity to provide support for small and medium-sized enterprises. The resulting recommendations included a reorientation of training systems to support the development of these enterprises. One specific activity involved assisting Cape Verde design programmes helping retrenched public sector workers to set up and run enterprises. This included training for these workers in the management of parastatal enterprises ceded to them by the State. Following the devaluation of the CFA franc, the countries in the region are in the process of reforming their labour codes in line with the needs of economic restructuring. Constituents, and particularly trade unions and employers' organizations, were provided with technical advisory services to enable them to participate fully and effectively in this process.

Southern Africa Multidisciplinary Advisory Team

The Southern Africa Multidisciplinary Advisory Team, which is composed of 11 technical advisers, is located in Harare and covers Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Zambia and Zimbabwe. Country objectives exercises were completed in seven of the nine countries covered by the team, and provided opportunities for collaboration between the team and the tripartite constituents on the medium-term programme of activities for each country. Similar exercises are planned for South Africa and Swaziland, once the ILO Office in Pretoria has become fully operational.

The major challenges facing the countries in the subregion revolve around the twin problems of unemployment and poverty. These problems, at least in the short and medium term, have been exacerbated by the implementation of structural adjustment programmes. The situation is also aggravated by the fact that the social partners lack the necessary capacity to be able to participate effectively in the decision-making process on crucial issues. The institutional environment is not conducive to the development of small and medium-sized enterprises or urban informal sector activities, and there has been a decline in workers' protection.

The main thrust of the team's activities during the biennium consisted of assisting governments in the creation of a policy environment to facilitate the generation of productive employment. This assistance involved the provision of policy advice for the protection of employment and social objectives under structural adjustment regimes. The measures recommended concerned the need to ensure that broad macroeconomic policies in areas such as trade, exchange rates and taxation were compatible with the objective of maintaining and increasing employment levels as the economy underwent fundamental structural changes — such as the transition of the

Zimbabwean economy in recent years from a closed economy to a more open and liberalized regime. Experience in the southern African subregion, as elsewhere, has shown that the success of structural adjustment programmes depends to a large extent on an appreciation and understanding of the economic reform process by workers and employers. The activities of the team therefore also focused on capacity-building to improve the research and technical capacities of trade unions and employers' organizations. These activities included the organization, in collaboration with workers' organizations, of training seminars on research methodology and techniques at the subregional level — as well as at the national level in Malawi, Namibia and Zambia. Special training programmes were held at the Turin Centre, manuals and training kits were disseminated and study tours organized for national officials.

Support was provided by the team for the promotion of small and medium-sized enterprises and urban informal sector activities through the delivery of advisory services on ways to improve access to training and credit and to create a more conducive institutional environment. Reports were prepared on monetary, fiscal and investment policies and measures which could facilitate the development of small and medium-sized enterprises, as well as micro-enterprises. In the cases of Namibia and Zimbabwe, these reports were officially submitted to and discussed by the Governments. Advisory services on the promotion of small and medium-sized enterprises were also supplied to employers' organizations in Botswana, South Africa and Swaziland. The adoption by Mozambique, Zambia and Zimbabwe of official policies on the promotion of small and medium-sized enterprises as part of broader economic reform programmes demonstrated the impact of these activities.

These issues were also explored at a tripartite subregional seminar on the training and employment of ex-combatants in southern Africa, held in Harare in July 1995. The meeting concluded that the development and expansion of small and medium-sized enterprises and micro-enterprises could provide much-needed employment opportunities for demobilized soldiers and other ex-combatants. At the request of the Government of Zimbabwe, the team carried out a study on the urban informal sector and its employment potential.[1] The study focused on the development of grassroots organizations of informal sector operators and on institutional reforms to be carried out in close collaboration with local government authorities.

The report recommended, amongst other things: the extension of vocational training to the informal sector; improved access of informal sector operators to appropriate technology; the development of cooperatives; and the provision of essential infrastructure.

At the request of the Southern African Development Community (SADC), the team carried out a survey of the application of labour legislation in export processing zones (EPZs). This survey concluded that the application of labour standards would not interfere seriously with the successful operation of EPZs. In particular, it argued that the application of labour standards in areas such as occupational safety and health and freedom of association would not have the effect of diminishing either productivity or output in enclaves such as EPZs.

North Africa Multidisciplinary Advisory Team

The North Africa Multidisciplinary Advisory Team is located in Cairo and covers Egypt and the Sudan. The team, which comprises three technical specialists, was not fully constituted during the biennium.

Country objectives were elaborated for Egypt; in addition, technical advisory services were provided to Egypt and the Sudan in the areas of labour administration, labour market monitoring and occupational safety and health. The assistance provided consisted largely of training activities for labour administrators and labour inspectors, including the training of some 20 Egyptian trainers in the field of occupational safety and health. Advisory services were also supplied on labour market information, to enable the country to monitor employment trends and design appropriate policies in the post-structural adjustment period. In these activities, particular attention was paid to child labour, with a view to assisting the government bring legislation fully into line with international labour standards, evaluate the situation of street children and prepare a national plan of action on child labour.

Arab States

The recent historic progress in the peace process in the Middle East, and the prospect of achieving a comprehensive settlement in the region, were already the dominant factors in the work of the ILO in these States during the biennium. One of the principal characteristics of the Arab States is the contrast between the situation of oil-producing countries, which have some of the highest per capita incomes in the world, and the least developed countries, with some of the world's lowest incomes. The long years of unrest and instability in many parts of the region have left increased levels of unemployment and poverty, combined with a lack of institutional capacity to address the issues of employment, manpower planning and social protection, in their wake.

Much of the work of the ILO in the Arab States therefore focused on strengthening the capacity of labour administrations and employment authorities, as well as on developing tripartite institutions and the capacity of the social partners, to enable them to participate with governments in seeking solutions to economic and social problems. In addition to the promotion of employment and the alleviation of poverty, emphasis was placed on the principle of equality of opportunity for women workers, the issue of child labour and policies relating to migrant workers.

Activities to reinforce tripartism at the regional level included ongoing collaboration with regional workers' and employers' organizations. With a view to enhancing the capacities of trade unionists in the region, the programme of cooperation with the International Confederation of Arab Trade Unions comprised the organization of six regional seminars for trade unionists. Support was also provided for a regional seminar on trade union training systems. Collaboration continued with the General Union of Chambers of Commerce, Industry and Agriculture of Arab Countries. A number of technical advisory missions were carried out to national employers' organizations, and a subregional training course was organized on the responsibilities of executives of employers' organizations. In the framework of the programme of joint activities by the ILO and the Arab Labour Organization (ALO), regional seminars were held on a number of issues, including small enterprise development and employers' organizations, and workers' education.

In the activities undertaken to assist employers' and workers' organizations, emphasis was placed on increasing their awareness of the significant contribution made by women to economic development and on improving their understanding of international labour standards relating to equality of opportunity and treatment for men and women. Support was provided for a tripartite regional seminar on women workers and a regional seminar on the employment of women was organized in collaboration with the ALO. An agreement on cooperation in the field of women and employment was signed with the Arab Gulf Programme for the United Nations Development Organizations (AGFUND) and the Centre of Arab Women for Training and Research (CAWTER). The joint activities covered by the agreement included research in four countries in the region to assess the situation of women, followed by national workshops to review the results of the country assessments and identify critical areas for action. The agreement also provided for support to the institutional development of CAWTER and the organization of training at both the national and regional levels on women workers' rights and international labour standards.

Activities carried out in the field of child labour mainly set out to raise awareness of the issue and identify priority areas of action to be taken by governments, employers' and workers' organizations and other concerned partners. To this effect, close relations were established with the Arab Council for Childhood and Development (ACCD). A tripartite regional seminar on child labour was organized in collaboration with the ACCD. In addition to raising awareness of the problem and discussing the related international standards, participants at the seminar examined regional experiences in dealing with child labour problems and identified the roles and action to be taken by all the partners involved; they also stressed the importance of public awareness campaigns. The seminar was the first major activity related to child labour carried out by the ILO in the Arab region and provided the Organization's constituents with an important opportunity to hold a comprehensive discussion of the issues related to working children.

A project was launched during the biennium to provide assistance to labour-sending countries in the region. The aim of the project was to enhance capacity of these countries to draw up sound policies and strategies to help migrant workers and their families and reduce domestic unemployment. The activities included the provision of training and advisory services to between 40 and 50 officials in each beneficiary country to improve their handling of migration issues. Training focused on: the collection and analysis of data on migrant workers as a basis for policy formulation; the analysis of future trends in labour-receiving countries' economies; and measures that could be taken by the governments of labour-sending countries to attract the savings of migrant workers and provide them with better legal protection in the receiving country. An exchange of information was organized on the creation of national information systems on migration flows and employment opportunities. Household surveys were also carried out to study the conditions and problems faced by the women and children left behind by departing migrant workers.

Arab States Multidisciplinary Advisory Team

The Arab States Multidisciplinary Advisory Team is composed of nine specialists and is located in Beirut. It covers Bahrain, Iraq, Jordan, Kuwait, Lebanon, Oman, Qatar, Saudi Arabia, Syrian Arab Republic, United Arab Emirates, Yemen and the Occupied Territories. During the biennium, country objectives were drawn up with the collaboration of the constituents for Jordan, Kuwait, Lebanon and Oman. The team was active in developing the capacities of labour ministries and the social partners. In view of the progress achieved in the peace process in the Middle East, and following the conclusion of a Memorandum of understanding with the Palestinian Authority, a good deal of emphasis was placed on the development of institutional capacity and on the formulation of technical cooperation projects for the creation of employment in the Occupied Territories.

With a view to reinforcing the technical capacities of labour ministries, technical advisory services were provided and training courses and seminars held in fields such as labour market information, manpower policies, vocational rehabilitation, international labour standards and women workers' questions. Multidisciplinary missions were carried out in Oman and Kuwait to identify the needs of labour ministries and formulate programmes to meet them. Fellowships were provided and study tours organized for labour officials — including a tour by Yemeni officials to Tunis to exchange experience on vocational training and labour inspection and visits by Jordanian officials to Tunis and Morocco to examine the national employment services. Capacity-building activities for employers' and workers' organizations concentrated on the field of vocational training. Policy advisory services were provided to improve their capacity to participate in national committees responsible for training policies. Technical assistance was also provided to enable them to undertake and supervise training activities, particularly to meet the needs of the private sector.

Labour statistics in the Occupied Territories

A preliminary but essential step in the development of effective employment policies is the collection of reliable statistical information. The Memorandum of understanding signed by the ILO and the Palestinian Authority in January 1994 therefore identified as one of its priorities the development of the capacity to produce accurate and up-to-date information on the employment, underemployment and unemployment situation in the Occupied Territories.

During the biennium, the ILO supplied expertise in the field of labour and employment statistics, and assisted the newly established Palestinian Central Bureau of Statistics (PCBS) in the preparation of a five-year programme of labour statistics, including biannual labour force surveys, household surveys and a PCBS statistical publication.

The technical services provided by the ILO included support for the establishment of a labour statistics unit in the PCBS, the design of a core labour force survey and a supplementary survey on ex-detainees. The staff of the PCBS were trained in the organization of field activities and the processing of data. Help was also provided in the procurement of computer equipment and in the analysis of data on the employment situation and training requirements of ex-detainees.

As a result of this assistance, the labour statistics unit became operational and a status report was published on Palestinian labour statistics. A pilot labour force survey was conducted in July 1995 and the first full survey was launched in September 1995.

One of the priorities in the assistance provided to the Palestinian Authority was the establishment of a Department of Labour and Vocational Training. A project launched in 1994 included the provision of training to the staff of the new Department, as well as some furniture and equipment. Pilot employment offices were opened in Gaza and Jericho, and the Palestinian Central Bureau of Statistics was set up. Assistance was also provided with the drafting of a new Labour Code. A workshop was held on the management of vocational education and training institutions, which resulted in the publication of a report on this subject.[2] Closely related to these activities, a mission was undertaken and a project formulated in response to a request from the Federation of Chambers of Commerce, Industry and Agriculture to enhance its capacity for promotional activities for small enterprises. Further assistance included the drafting of a constitution for the Federation and training for senior staff in the use of computer and information services. Seminars were also held in Gaza, Nablus and Turin to develop the capacity of Palestinian trade unions to organize workers' education programmes.

Considerable attention was also paid to the need to create jobs for the estimated 400,000 unemployed in the Occupied Territories. Assistance was provided to the Palestinian Authority for the formulation of labour-intensive public works projects, including projects for the tiling and paving of streets, and the rehabilitation of schools and clinics. Plans were developed for the ILO to assist in the implementation of a comprehensive employment programme. A project was also launched for ex-detainees to facilitate their reintegration into the Palestinian economy and society through employment. Initially, the project focused on the most needy among the 12,000 ex-detainees. Each ex-detainee is provided with medical care and health insurance, as well as counselling and job-search assistance. Training or retraining are offered, as well as formal education opportunities, support to start businesses and wage subsidies to private sector employers. The employment services are provided through 14 employment offices. Another project for persons with disabilities consisted of the manufacture of low-cost wheelchairs and other technical mobility aids. Three production workshops were set up in Nablus, Gaza and Ramallah and are now fully operational. Training was provided for 20 employees, half of whom are persons with disabilities.

The Americas

The ILO's activities in Latin America and the Caribbean during the biennium were closely related to major developments in the region which included economic integration processes, the peace process in Central America and regional preparatory activities for the major world conferences on social issues. The common market of the Southern Cone (MERCOSUR), the North American Free Trade Agreement (NAFTA), the recently established Caribbean Community and other agreements have improved cooperation and trade between the countries of the region. In this context, the ILO was active in raising awareness of the social issues related to the integration process. It also provided assistance in the ongoing peace process in Central America, particularly with a view to promoting democratic procedures.

With the implementation of the active partnership policy, the focus of the ILO's regional activities in most of its fields of competence moved to the newly established multidisciplinary advisory teams, located in Port-of-Spain, Santiago, San José and Lima. However, there were still a number of fields in which a strong regional approach was maintained, including labour market information systems, training and indigenous peoples.

To provide constituents with information on patterns of labour market regulation and performance, a regional network linking the ILO's offices and multidisciplinary advisory teams was set up for the publication of an annual report on the labour market situation in the region.[3] This activity is designed to provide constituents with a sound basis for the design of coherent systems, combining employment programmes and training, which take into account the labour market situation. National surveys were also undertaken in a number of countries in the region to be used as a basis for the development and strengthening of their labour market information systems. In this context, in cooperation with the statistical centre of the Organization of American States, two training workshops were organized in Peru and Venezuela.

In view of the recent rapid changes in skills requirements and training needs, the ILO's work in the field of training — and particularly the work of the Inter-American Research and Documentation Centre on Vocational Training (CINTERFOR) — placed greater emphasis on issues such as productivity improvement and modern technology. Technical assistance programmes on training for labour market insertion were formulated for workers' organizations, young persons and women. CINTERFOR coordinated a number of activities in the fields of maritime port training and vocational rehabilitation. Support was provided to port training centres in the region to enable them to apply new training methodologies to courses and develop strategies to adapt their training systems to changes in demand as a result of structural reforms affecting the port sector. A fellowship programme for Latin American port officials was also organized. In the field of vocational rehabilitation, technical advisory services were provided to Argentina, Brazil, Bolivia, Chile, Cuba, Mexico and Uruguay. The services provided consisted mainly of assistance, based on acquired experience, in the development of courses and curricula and the reinforcement of mechanisms for community participation in training. CINTERFOR also collaborated in the establishment of a database on vocational rehabilitation institutions.

There are approximately 40 million indigenous persons living in Latin America who belong to 400 distinct indigenous peoples in over 20 countries. Most of these peoples are the poorest of the rural poor. An important focus of the ILO's activities in support of these peoples in the region continued to be the application of the Indigenous and Tribal Peoples Convention, 1989 (No. 169), the only up-to-date specific international instrument in this field. Technical cooperation activities in favour of indigenous peoples were undertaken to promote democracy and human rights, employment creation and poverty alleviation. Exchanges of information and alternative participative grass-roots development schemes were promoted as part of an interregional programme to assist indigenous cooperative organizations (see Chapter 2 for more information on the INDISCO cooperative development programme). The ILO also participated in the setting up of a number of regional funds (including the Regional Indigenous Fund) to support the activities and initiatives of indigenous peoples. As part of the ILO's interdepartmental project on environment and the world of work, a study was made of recent progress in indigenous rights, environmental legislation and sustainable development in Latin America.

Andean Multidisciplinary Advisory Team

The Andean Multidisciplinary Advisory Team, which is composed of eight advisers, is located in Lima and covers Bolivia, Colombia, Ecuador, Peru and Venezuela. During the biennium, in consultation with the respective governments and social partners, country objectives were prepared for Bolivia, Colombia and Venezuela and almost completed in the case of Peru. The country objectives lay emphasis on strengthening the partners and machinery for social dialogue in the context of the structural adjustment process, as well as on employment creation. The importance of the resulting programmes for the ILO's constituents is demonstrated by the willingness shown by a number of the governments concerned to enter into financing or co-financing arrangements for their implementation.

To secure sustained progress in the observance of basic workers' rights, national seminars on labour standards were organized in Bolivia, Colombia, Peru and Venezuela. Improved observance of the ILO's fundamental standards is included in the country objectives for Bolivia, Colombia and

Venezuela. Indeed, of the fundamental Conventions, only Convention No. 29 remains to be ratified by Bolivia and Convention No 138 by Bolivia, Colombia, Ecuador and Peru. In support of these activities, training seminars were held in Colombia and Peru on the use of information tools, such as ILOLEX and NATLEX.

All the projects formulated in support of the country objectives in the subregion included social dialogue as one of their main priorities. As all five countries in the subregion are undergoing a process of structural adjustment, the basic objective has been to promote tripartism and social dialogue, with a view to the non-conflictual implementation of adjustment measures designed to achieve greater equity and sustainable development. As part of the country objectives exercise, a project was launched in Colombia to foster a new culture of industrial relations. A number of informal tripartite seminars were organized as part of the project in the areas of training, labour relations and trade union rights, with particular attention being paid to Convention No. 87. Technical assistance to promote social dialogue was also provided in Bolivia, Colombia, Ecuador and Venezuela, where it is becoming increasingly accepted that this dialogue is required if stabilization efforts and deep-rooted reforms are to achieve sustainable results. To underpin this work a tripartite subregional workshop was organized in Bogota, in collaboration with the Turin Centre, to compare different experiences of social dialogue. Training activities and advisory services in relation to the structural adjustment process, as well as to the social and labour dimension of economic integration agreements, were also provided to the social partners.

The team's priorities concerning indigenous peoples were to improve their living and working conditions in the Andean and Amazonian areas. A subregional project was undertaken which focused on participatory development processes and the legal security of indigenous peoples. Under this project, the Government and indigenous organizations in Bolivia were advised on various legislative proposals affecting indigenous peoples. A group of lawyers specializing in indigenous rights was established to ensure the operation of a programme of legal services. Technical assistance was also provided in Ecuador to explore the contents and scope of Convention No. 169 in the light of existing constitutional provisions, with a view to the ratification of the Convention.

The country objectives of the Andean countries all identify poverty alleviation through employment promotion as one of their highest priorities. The Andean Multidisciplinary Advisory Team therefore included in its programme a large number of activities to enhance the governments' capacity to design and implement policies and programmes for increased employment and income opportunities, particularly with a view to limiting the negative social effects of structural adjustment measures. These activities included the provision of technical assistance on labour market information to the Ministries of Labour of all five countries and the organization of two training workshops on this subject in Peru and Venezuela. In the field of active labour market policies and special employment programmes, advisory services were provided to assist in the development of a youth employment programme in Peru, local employment programmes in Colombia and Venezuela and a programme for the retraining of public sector workers in Bolivia. Work has started on the preparation of a comprehensive report on employment policy in Peru. In addition to the work carried out in Bogota on the informal sector (see Chapter 2 for a description of this work), advisory work was carried out in Bolivia, Colombia and Venezuela on informal sector policies and micro-enterprise development at the local level.

Most of the team's activities to promote equality of opportunity and treatment during the biennium focused on preparatory activities for the Beijing Conference. The subject of equality is mentioned in several of the country objectives, and technical assistance was provided and national tripartite seminars organized on gender issues in Bolivia, Colombia and Peru. Technical assistance was also provided in Bolivia, Colombia, Peru and Venezuela on the eradication of child labour. The ground was prepared in these countries for IPEC programmes (see Chapter 3 for a description of IPEC's activities) and for the commencement of a subregional project on child labour. The main result of work in this field is the inclusion of child labour issues among the social objectives of several countries in the subregion.

Central American Multidisciplinary Advisory Team

The Central American Multidisciplinary Advisory Team, which is composed of eight advisers, is located in San José and covers Costa Rica, Cuba, Dominican Republic, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua and Panama. Country objectives were prepared during the biennium for the Dominican Republic, Haiti and Mexico, as well as a set of subregional objectives for Central America.

The team in San José has been closely linked to the most important political developments in the subregion, namely the termination of civil conflict and the consolidation of peace. One of the striking features of the peace and democratization process in Central America has been the emphasis placed on human rights and the involvement of civil society in the new forms of governance. The establishment of the team in San José enabled the ILO to play a direct and influential role in both negotiating and consolidating peace, particularly in Guatemala. The ILO's fundamental Conventions are being used throughout the subregion as basic elements in the establishment of the rule of law and the protection of the citizen. The ILO's principles and the practice of tripartism are also being used as models for the productive involvement of civil society in the new democratic state.

In the context of the construction of democratic societies and institutions, one of the team's principal objectives was the further establishment and expansion of national machinery and capacities for social bargaining and tripartite dialogue. The ILO played an important role in the establishment and strengthening of a number of consultative bodies in the subregion, including the Labour Forum in El Salvador, the Tripartite Consultative Committee for the drafting of the new Labour Code in Honduras, the Superior Labour Council in Costa Rica and the Labour Foundation in Panama. A bilateral meeting between employers' and workers' organizations in the subregion was sponsored by the ILO in March 1995 with a view to launching a continuing series of contacts to facilitate tripartite consultation and cooperation as a significant aspect of democratization. Both workers' and employers' organizations also benefited from capacity-building and modernization projects to enable them to participate more actively and effectively in the new democratic institutions.

Peace in Guatemala

In November 1994 the parties involved in the 30-year conflict in Guatemala began peace negotiations in earnest. In addition to deaths and displacement, the conflict brought about impoverishment and flagrant violations of fundamental rights, particularly for the indigenous majority of the population. Given that many of the items on the peace agenda concerned matters within the mandate of the ILO, the United Nations Secretary-General requested the Office to advise the United Nations Moderator at the negotiating table.

The peace process continues, and has already produced important results. In March 1995, the parties signed an Agreement on the Identity and Rights of Indigenous Peoples, which is largely based on the Indigenous and Tribal Peoples Convention, 1989 (No. 169). The Agreement addresses a range of issues concerning indigenous peoples, including education, gender, land rights and common law, and urges the parties to promote Convention No. 169.

To follow up this achievement, a project was launched to promote an indigenous response to the Agreement. The project is designed to provide organizations of indigenous people with fora for regular meetings so that they can define their approaches to the Agreement and lobby the authorities and relevant civic groups. The project also covers the identification of indigenous needs and the formulation of training programmes in the fields of development planning and legal defence.

The improved climate of social dialogue has led to the conclusion of a number of important agreements in the subregion. These include the bipartite agreement on a new culture of industrial relations signed by Mexican employers' and workers' organizations, which is designed to contribute to overcoming the financial and economic crisis affecting the country since December 1994. The tripartite *Bambito agreement* on social policy issues was signed in April 1995 in Panama. The agreement established the Tripartite Commission for Social Dialogue, in which the ILO has been requested to act as the technical secretariat. Assistance was provided in this respect with the reform of the Panamanian Labour Code. In the context of a subregional project to promote tripartite consultations on labour issues and labour code reforms, a technical cooperation project was set up in Panama to strengthen the Ministry of Labour. A multidisciplinary mission also visited Haiti and submitted to the newly elected Government a project document on the development of social dialogue through the Presidential Tripartite Committee.

With employment remaining one of the subregion's main priorities, the team also concentrated on strengthening the capacity of governments to design and implement policies and programmes for the promotion of employment and income-earning opportunities. In Mexico, a tripartite round table on employment policies and competitiveness was organized as part of the country objective formulation process, particularly in view of the impact of economic integration through the NAFTA agreement. A number of important programmes also continued to be carried out for the promotion of small and micro-enterprises, and for the adaptation of training programmes to labour market opportunities and requirements. A subregional project, known as PROMICRO, continued to be implemented in Central America. The project is designed to strengthen enterprises in the informal sector and micro-enterprises through the development and reinforcement of micro-entrepreneurs' associations. A network of these associations has been developed at the local, national and subregional levels, where they are starting to be recognized as partners in policy consultations, particularly on matters affecting the informal sector. Although associations of micro-entrepreneurs provide their members with a variety of services — including training, equipment procurement and, in some cases, the negotiation of group health-care agreements — they are often initially designed to facilitate access to credit and the establishment of loan and credit associations. As a basis for the provision of guidance in this respect, a series of national case-studies were undertaken on member-owned savings and credit institutions in the subregion.[4] In Honduras, a complementary approach to economic development was adopted through a programme known as "POCET", which forged links between local authorities, business and training institutions in rural areas. Over 10,000 jobs were created, of which 40 per cent were for women. POCET is being used as a model approach for the new local-level sustainable development programme launched by the United Nations under the Trust Fund established by the World Summit for Social Development. In Haiti, the work of advisory missions led to the launching of a number of projects on employment generation and vocational training, including projects in the field of cooperatives and urban and rural micro-enterprises. Advisory services were also provided and projects supported in the field of vocational training in Costa Rica, Cuba, Dominican Republic, El Salvador, Guatemala, Haiti, Honduras, Mexico and Panama.

The conflicts in Central America left in their wake the major problem of integrating displaced persons, refugees and returnees. The ILO has played an important role in the inter-agency development programme for these categories (PRODERE), which has focused on employment and income generation. Concentrating on training activities to improve managerial skills and the development of credit mechanisms through local economic development agencies, the programme has had an important impact on its 1,300,000 beneficiaries. Nearly 1,500 local development committees have been established and the credit mechanisms have been instrumental in creating jobs for more than 37,000 workers. Local projects to develop productive activities have covered 72,000 workers. Around 40 per cent of training activities were provided to women and one-quarter of loans have been taken out by women. The programme has become a model for governments in the region in their efforts to consolidate peace by action to combat poverty based on economic development in priority areas.

In the fields of child labour and social protection, the aim of the team was to build national capacities and strengthen the legislative base. To attain this objective, technical advisory services on child labour issues were provided to Costa Rica, El Salvador, Guatemala, Honduras, Mexico and Panama. A series of country reviews was initiated in a number of Central American countries on the ways in which teachers and educators are mobilized in the combat against child labour. Assistance in the field of social security was also provided to almost every Central American country, and particularly to the Dominican Republic, Haiti and Mexico. A programme was approved at the end of the biennium for the revision of the social security system in Honduras.

Southern Americas Multidisciplinary Advisory Team

The Southern Americas Multidisciplinary Advisory Team, which is composed of 11 specialists, is located in Santiago (Chile) and covers Argentina, Brazil, Chile, Paraguay and Uruguay. During the biennium, country objectives statements were completed in close collaboration with the tripartite constituents for four of the five countries.

The five countries covered by the team are quite different, both as regards their socio-economic outlook and their political situation. In some of them, the legacy of past regimes is still reflected in weak representative structures. Many of the issues arising in these countries have to be viewed against the background of globalization and regional integration processes. Although integration through MERCOSUR has greatly improved cooperation and increased trade between the countries, unemployment remains high. The question of labour market regulation and its compatibility with economic growth is also highly topical. Moreover, discrimination and inequality remain characteristic of the patterns of growth experienced by the countries, significantly affecting large population groups.

The assistance provided in the field of employment policies concentrated on policies and strategies for the creation of employment in the context of regional integration and increased competitiveness. A high-level national forum was organized in Brazil on modernization, growth and employment. The participants at the forum endeavoured to identify and analyse social policies which, in the current context, could: ensure that productivity increases go hand in hand with the creation of jobs; develop human resources through the strengthening of vocational training; reinforce a labour relations system that is compatible with the system of production; and address the fact that some sectors of the economy appear to be excluded from the modernization process. In the same context, a project was implemented for the identification of training needs in enterprises and the development of the required skills. Under this project, employers' and workers' organizations were brought together to develop organizational changes in firms to promote productivity growth and job creation.

In the field of tripartism, the aim of the team was to achieve a level of social dialogue favourable to economic growth, while respecting the principles of democracy and human rights. This involved activities to strengthen the capacities of the social partners and reinforce tripartite institutions. A programme on social dialogue was developed with the Coordinadora de las Centrales Sindicales del Cono Sur, under which training was provided and seminars organized for trade unions in order to strengthen their capacity to participate in negotiations on the social dimension of MERCOSUR. Technical advisory services were also delivered to the MERCOSUR subgroup responsible for social issues. Informal tripartite seminars were organized in Brazil, Chile and Paraguay on training, labour relations and trade union rights. In Paraguay, one of the results of the national tripartite seminar held in October 1994 was the signing of the San Bernadino Declaration, which was the first tripartite agreement concluded between the social partners in that country. In support of the work carried out on tripartism and international labour standards, training seminars and workshops were held in Argentina, Brazil and Chile on the use of information tools, such as NATLEX and ILOLEX.

With a view to reinforcing the democratization process in Chile, a project was carried out to establish and strengthen mechanisms for social dialogue and to train officials responsible for the implementation of labour policy. As a result of these activities, tripartite agreements were concluded on minimum wages, family allowances and assistance pensions. Reforms were also made to the labour legislation, particularly as regards termination of employment and job stability, collective bargaining and trade unions. A reform has been approved establishing the right of association of employees in the civil service.

In the context of social protection, the ILO helped organize a tripartite workshop in Paraguay on social security reform. Paraguay and Uruguay were also provided with technical assistance relating to the reform of their social security systems. Much of the team's work in the field of social security concentrated on compensation for employment injury. Technical support was provided to Argentinian employers to assist in drawing up a proposal for the reform of the employment injury scheme. The proposal includes aspects relating to prevention, health promotion and vocational rehabilitation. Technical assistance was also provided to the other countries of the Southern Cone for the design and implementation of insurance schemes for work-related injuries and diseases. A high-level meeting on the reform of compensation schemes was organized in Argentina in April 1995, in which national experiences from European countries were examined with a view to identifying successful solutions. A related activity was a project in Chile under which a fund was set up to finance income-earning activities and promote equality of opportunities for persons with disabilities.

In the framework of a regional project to promote the integration of women into the labour market, training and information materials were produced for the use of employment services and information offices with the participation of representatives from Chile, Colombia and Uruguay.[5] A study tour of Chile was also sponsored for government officials from Argentina, Paraguay and Uruguay. Participants in the tour were able to share experiences on employment programmes for women, as well as examining the functioning of the Ministry of Labour's tripartite committee on equal opportunities and the training programme for labour inspectors on gender and equal opportunities. Training seminars were also organized in these countries on women's employment and women entrepreneurs.

In the framework of the International Programme on the Elimination of Child Labour (IPEC), training activities for constituents were organized in a number of countries. However, the main focus was on Brazil, where activities concentrated on the development of institutions, direct support to working children and awareness raising. As a result of these activities, various groups of children were withdrawn from hazardous forms of work and were enrolled at school. Courses were provided to 1,000 street children and a major employers' organization in one industrial area gave its support for the elimination of child labour. A video was shown on television and a photographic exhibition organized. At the political level, there has been a breakthrough, with the inclusion of child labour issues on the national agenda and the participation and commitment of the social partners and various NGOs. In technical terms, the programme has demonstrated the existence of feasible solutions to the problem of child labour. At the social level, employers' and workers' organizations have been mobilized and broader concern created within the Government and public institutions. At present, the Government of Brazil is considering the revision of the Constitution, which will make it possible to ratify the Minimum Age Convention, 1973 (No. 138).

Caribbean Multidisciplinary Advisory Team

The Caribbean Multidisciplinary Advisory Team, which is composed of seven specialists, is located in Port-of-Spain and covers Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Suriname and Trinidad and Tobago. Country objectives were formulated for Belize, Grenada and Trinidad and Tobago, while the country objectives for Barbados and Jamaica are under preparation.

Under the influence of global trends of liberalization and economic integration, the biennium saw the inauguration of the Association of Caribbean States, which groups together 25 States and 12 territories in and around the Caribbean Sea. The countries in the subregion continued their efforts to restructure and strengthen their economies by improving economic performance and competitiveness, promoting exports, controlling public debt, reducing budget deficits and privatizing public enterprises. These measures had the effect of increasing unemployment and squeezing social expenditure. Although inflation was kept to modest proportions, real wages declined — or at best rose only slightly — and poverty increased.

As a consequence, the industrial relations climate in the countries covered by the team was somewhat unstable during the biennium, with the unions opposing privatization plans and resisting public sector wage restraint policies. In response to this situation, the ILO advocated a new approach in industrial relations. With a view to promoting social stability, productivity and economic growth, emphasis was given to tripartite dialogue on economic, social and labour issues, combined with a move from adversarial to more cooperative attitudes in labour-management relations. A subregional tripartite symposium on productivity was held at the request of the CARICOM Ministers of Labour and a tripartite workshop was organized with the Turin Centre on new trends in industrial relations. Assistance was also provided to the national employers' organization in Jamaica to improve its capacity to design and develop productivity improvement plans at the enterprise level. As a result of this work, tripartite consultative bodies are being revitalized in Belize, Grenada and Trinidad and Tobago and there appears to be growing recognition of the importance of industrial relations in productivity improvement. One example is Barbados, where the trade unions and private sector employers agreed on a prices and incomes policy linking pay increases to productivity improvements.

With a view to the promotion of international labour standards, an awareness-raising and information strategy was pursued in the Caribbean countries through a series of subregional and national seminars and workshops; these were designed for the tripartite constituents and for employers' and workers' organizations, respectively. Combined with the direct assistance provided to ministries of labour, these meetings resulted in substantial progress being made by certain governments in meeting their reporting obligations, and in an increase in ratifications. Five Conventions were ratified by Caribbean countries during the biennium, and more are forthcoming.

In the context of the subregional integration process, assistance was provided to the CARICOM Secretariat to help draft model legislation on termination of employment, trade union recognition and equality of opportunity and treatment in employment. The draft texts, which reflect the relevant ILO standards, were approved by the Standing Committee of Labour Ministers of CARICOM in April 1995 and will serve as a basis for tripartite consultation at the national level on the enactment or updating of the corresponding legislation. This initiative was the result of consultation with the social partners at the national and subregional levels, and was shaped by continuing consultations with senior labour officials from the countries concerned. Assistance will continue in this respect — and the next topic selected for the development of model labour legislation is occupational health and safety. The legislative harmonization process constitutes an important step in strengthening regional integration and in ensuring better respect for the relevant ILO standards.

The ILO collaborated with other United Nations agencies in organizing two subregional meetings of experts in the Caribbean in preparation for the Social Summit. The Organization played a leading role in the development of the Guidelines for Action on Employment Creation in the Caribbean, adopted at the second meeting of experts in December 1994. The Guidelines now serve as a framework for the ILO's work on employment promotion in the subregion. In these activities, emphasis is placed on strengthening the capacity of governments to formulate policies and programmes by assisting them in the establishment or strengthening of labour market information systems (LMIs). Studies were undertaken and recommendations made for the establishment of a LMI in Guyana, while advice and training were provided to develop LMIs and design and execute labour force surveys in several countries. As a basis for policy advice, case-studies were also undertaken in Barbados and Jamaica on the scope, nature and role of the informal sector in creating employment.

The promotion of small enterprises was an important element in the ILO's employment strategy in the Caribbean. A study was carried out in seven countries (Barbados, Belize, Grenada, Guyana, Jamaica, Suriname and Trinidad and Tobago) on the key factors of and constraints on the success of small businesses. The study covered the issues of policy environment, legislation, credit, different types of organization for the production of goods and services, as well as training for technical, managerial and marketing skills. Recommendations and guidelines for the efficient operation of small enterprises were produced, which will be placed at the disposal of member States and used for the provision of policy advice. Training on management and marketing was also provided to small business development agencies and cooperatives in several Eastern Caribbean countries. A small-scale enterprise development project was implemented under which small enterprise development units were established in five countries and territories (Anguilla, Antigua and Barbuda, Dominica, St. Kitts and St. Lucia) to provide advice and training to small enterprises.

In the field of occupational safety and health, Guyana, Jamaica and Suriname received assistance on drafting comprehensive new occupational safety and health legislation. These draft texts are expected to be adopted during the next biennium and will form the basis of the CARICOM model legislation on this subject. National tripartite workshops were held in several countries to help develop national policies on occupational safety and health in general, as well as on specific aspects of safety and health, such as chemicals and major accident prevention. Information, advice and training were provided — and a series of national workshops held — to help trade unions set up occupational safety and health committees and train delegates. As a result of these activities, there is growing recognition in the subregion of the importance of a safe working environment and the need for a tripartite approach in the development and implementation of the relevant measures.

With a view to promoting equality of opportunity and treatment in training and employment for persons with disabilities, a subregional symposium was organized on national policies and legislation relating to the disabled. A regional training programme was prepared to promote awareness of the principles to be followed by placement and recruitment officials, rehabilitation officers and the media when dealing with the training and employment of persons with disabilities. As a result, committees were established in the 13 participating countries to follow up the recommendations of the symposium. That there is an increased awareness of the needs of persons with disabilities is demonstrated by the fact that requests have been received from several governments for assistance in the development of policies and legislation on the employment and training of the disabled.

Asia and the Pacific

Asia and the Pacific is a region with considerable disparities in wealth, levels of development and social and labour problems. Some of the world's most dynamic economies coexist alongside the largest concentrations of unemployment and poverty in the world. Although the most rapidly growing economies act as economic locomotives for the surrounding developing countries, many member States in the region continued to struggle with the impacts of structural adjustment and stabilization, the transition to a market economy, wars and their aftermath and natural disasters — all of which exacerbated their longer-term economic and social problems.

Although economic liberalization and dynamic growth patterns created conditions propitious for more social dialogue and recognition of the need to observe basic workers' rights, the fact remained that there was a generally low level of social dialogue and tripartite consultation in the region. This was one of the root causes of the lack of respect for workers' rights and the persistence of the phenomenon of child labour. Great emphasis was therefore placed on involving the social partners in the Organization's activities in the region, both through the country objectives processes and the provision of support for tripartite consultative procedures at the national level. Many activities were undertaken to build up the capacities of constituents to participate in dialogue and consultative machinery. The ILO's support for high-level events with tripartite involvement — such as the National Economic Summit in the Philippines — its role in employment promotion, most notably in Cambodia, and its high-profile action on social problems, particularly in the field of child labour, were just some of the activities during the biennium which succeeded in increasing its credibility as a partner in development and raising its image in the region.

East Asia Multidisciplinary Advisory Team

The East Asia Multidisciplinary Advisory Team is located in Bangkok and is composed of 18 advisers. It covers Cambodia, China, Republic of Korea, Lao People's Democratic Republic, Malaysia, Mongolia, Myanmar, Singapore, Thailand and Viet Nam. During the biennium, country objectives were prepared in collaboration with constituents for Cambodia, China, Mongolia, Thailand and Viet Nam.

The countries covered by the team display great diversity, ranging from predominantly agricultural economies, with related problems of underemployment in rural areas, to others which are well on the way to industrialization and labour shortages. In some countries, the labour force is characterized by high rates of population growth, while in others the ageing of the workforce is a greater problem. The unprecedented growth rates and significant improvements in living standards are leading to far-reaching changes, such as the inclusion of many more sections of the population in national decision-making and a greater mobility of labour. Opportunities for safeguarding the rights of working people are increasing, yet the changes have their negative sides. Dislocation is almost inevitable as protected sectors are forced to adjust to market forces. Traditional problems of poverty and unemployment persist, albeit in new forms which need addressing in versatile and innovative ways. Within this context, the Organization's priority themes of promoting democracy, combating poverty and protecting working people remain as relevant as ever.

Although the impact of the ILO's work can generally only be felt over a long period of time, there are clear indications that the team's activities are having an influence at the national and regional levels. Its advisory work is influencing national policies and programmes, as demonstrated in Mongolia, where its practical advice on employment and poverty alleviation is now being implemented through specific programmes and projects. Its assistance on employment policy has led to the formulation of an employment-oriented Five-Year Development Plan in Cambodia. Its recommendations in the field of social security contributed to major policy reforms and operational programmes in China, Lao People's Democratic Republic, Mongolia and Viet Nam. Its work on labour legislation has resulted in the adoption of new Labour Codes in Cambodia and Viet Nam, and its support for operational programmes is also leading to an extension of technical cooperation programmes, such as the employment-generation programme in Cambodia.

Rapid growth and political liberalization create more propitious conditions for dialogue with the social partners and increased concern for workers' rights, but can also override social objectives, such as social protection. Bearing this in mind, international labour standards were promoted and governments assisted in the revision of their labour legislation. Seminars were organized on international labour standards in China and Malaysia; selected standards were translated into local languages, including Chinese, Mongolian and Vietnamese; and advisory services were provided to Indonesia and Thailand on compliance with reporting obligations. Advisory services also focused on subjects of particular concern, such as forced labour in Thailand and freedom of association in Myanmar.

Many Asian countries are still at an early stage of democratization and employers' and workers' organizations are not necessarily recognized as equal partners. But there are some positive signs. These were reinforced through the provision of advisory services on labour legislation in Cambodia, China and Viet Nam, and through training activities on tripartism, collective bargaining and disputes settlement in China, Malaysia and Thailand. National conferences on tripartism, industrial relations and labour law were held in China, Mongolia and Viet Nam. National workshops and seminars were also organized, and advisory services provided to workers' organizations in collaboration with regional workers' organizations. These services focused on basic workers' rights and the effects of globalization and regionalization. A large number of activities were carried out to help employers' organizations play an increasingly important role in public policy-making, which included advisory services and national and regional training programmes on issues such as: remuneration and pay systems; disputes prevention and settlement; the effective management of employers' organizations; and industrial relations systems.

Although countries in the subregion undergoing transition from a centrally planned to a market economy have generally achieved fast rates of economic growth, they still face considerable social problems related to unemployment and poverty. To help these countries share experiences and draw appropriate lessons from them, a subregional tripartite seminar was organized on employment and labour market policies in transitional Asian economies in Hanoi in 1994. Cambodia, China, Mongolia and Viet Nam received assistance to analyse their labour market problems and identify possible solutions. The report on the situation in Viet Nam attracted the most attention from the international media and is being translated into Vietnamese to enhance its impact within the country.[6] It examined the difficulties of absorbing over 1 million new workers into the labour force each year and proposed that policies to deal with the situation should emphasize the promotion of small and medium-sized enterprises, the provision of more training to meet the demand for skilled labour and an active labour market policy. The report also advocated that greater attention should be paid to the employment potential of the agricultural sector to retain more workers in the rural labour force. Support was also provided for employment-generation projects and programmes in Cambodia and the Lao People's Democratic Republic. The largest activity of this type is the employment-generation programme in Cambodia, which is based on labour-intensive infrastructure rehabilitation projects, the development of small enterprises and micro-enterprises and vocational training for employment generation. The employment-generation component of the project resulted in the creation of nearly 1.25 million days of work, with the rehabilitation of over 200 kilometres and the maintenance of 400 kilometres of rural roads — in addition to the rehabilitation or construction of nearly 100 kilometres of canals. Over 3,500 people, including a majority of women, received small business training, of whom over 2,000 started or expanded business with the help of loans. Another 6,000 people received training in a range of skills for employment or informal activities.

Although rapid growth generates new employment opportunities, it also exposes workers to new hazards, particularly in relation to the use of high-speed machinery and toxic chemicals. The lack of knowledge about the dangers inherent in new industrial processes and the preventive measures that need to be taken constitute a widespread problem. In the context of a regional programme on safety in the use of chemicals at work, national and regional workshops were organized to raise the awareness of governments and employers' and workers' organizations with regard to safety and health measures. In support of this work, a number of guides and training manuals on occupational safety and health were published.[7] Advisory services were provided to the Governments of China, Indonesia and Nepal, and to the Malaysian Employers' Federation, to help in the development of new safety and health policies and programmes. The recommendations made were generally accepted and follow-up action is expected.

Social security schemes in Asia are often faced with the problem that coverage is mostly confined to wage-earners in the formal sector, with the result that a majority of the population is excluded. Social security systems also tend to cover only a limited range of contingencies, and such benefits as health insurance, unemployment insurance and family allowances are rare. Moreover, they often suffer from weak enforcement and financial management. Advisory services were provided in most of the countries covered by the East Asia Multidisciplinary Advisory Team to address these problems. In Mongolia, where the ILO has been active for some years in the development of a new social security system, assistance was provided with the implementation of the social insurance legislation adopted in 1994. The Government of China was assisted in the preparation of a Social Insurance General Act and regulations on pensions, unemployment and employment injury insurance. A project was undertaken in Viet Nam to establish a system for the administration of social insurance schemes for employed persons, and to implement social assistance measures for vulnerable groups. In the Lao People's Democratic Republic, fellowships were organized and training provided for social security officials. A project was also prepared for the overall development of the social security scheme. In Thailand, the assistance supplied contributed to the planning and implementation of the new social security scheme, which included as its first phase medical care, cash sickness and maternity benefits, invalidity benefit and a funeral grant.

South-East Asia and the Pacific Multidisciplinary Advisory Team

The South-East Asia and the Pacific Multidisciplinary Advisory Team is located in Manila and is composed of five advisers. It covers Fiji, Indonesia, Papua New Guinea, the Philippines, the Solomon Islands and the island countries of the South Pacific. Country objectives were prepared for Indonesia, Papua New Guinea and the Philippines during the biennium.

Despite the wide divergence in the sizes and level of economic development of the countries covered by the team, these countries face a number of common problems and challenges; indeed, almost all them are undergoing a process of far-reaching economic reform and structural change in the face of increased globalization of the world economy and the liberalization of their domestic economies. These changes are having a direct impact on employment levels, skill requirements and conditions of work. Since the team was first established in early 1995, it has been viewed as a significant partner in building up social consensus during the process of change.

The team worked closely with the ILO's tripartite constituents at the national level to achieve agreement on programmes of economic reforms. In the Philippines, a meeting was held in 1994 with the Government and representatives of employers and workers. The meeting agreed to adopt a social action plan to address issues related to structural adjustment, which included an action programme encouraging the growth of employment-intensive industries and establishing safety nets for those affected by the reform process. The ILO also provided technical support to the National Employment Summit held in September 1995, which was attended by some 900 representatives of various sectors, including employers' and workers' representatives. ILO assistance consisted particularly of formulating a report outlining a comprehensive employment strategy programme, which served as a basis for the deliberations of this Summit. The ILO will continue to provide technical support to the Oversight Committee set up to monitor the implementation of the recommendations and programmes of action adopted by this meeting. At the request of the Government, policy recommendations were formulated on the measures needed to improve the level and quality of employment generated in export industries, particularly in the garments and micro-electronics sectors.

In Papua New Guinea, the ILO also collaborated in the organization of a National Employment Summit in May 1994, which was attended by senior ministers and government officials, representatives of employers and trade unions and experts from other national agencies. The Summit agreed on a number of recommendations which advocated, amongst other things: an employment-led growth strategy; private sector development to improve international competitiveness; and the promotion of labour-intensive agricultural development. It also called for the adoption of an outward-oriented trade policy. The recommendations on employment strategy were approved by the Government and included in the budget adopted in March 1995.

An Indonesia-ILO Workplan was signed in May 1994 under which working groups were established in six sectoral ministries to develop the capacity of officials to monitor employment trends and identify subsectors, product groups and commodities in which measures might be taken to foster higher rates of employment growth. The highest priority in the

Workplan is to set up sound industrial relations respecting the principles of state ideology. A multidisciplinary review was undertaken of the industrial relations situation in the country and recommendations were made for the adaptation of the labour law to meet the changing economic and social needs of the country, and for the strengthening of the industrial relations system to comply with basic principles and conditions — taking into account national development, culture and traditions. Specific recommendations covered the development of wage determination procedures, the independence and autonomy of workers' and employers' organizations and the promotion of productivity improvements and workers' protection through better working conditions. An ILO-Ministry of Manpower Workshop, which met in July 1995, approved the report containing these recommendations.

The South-East Asia Multidisciplinary Advisory Team worked closely with the social partners to strengthen their capacity to take part in, and respond to, economic reforms. It participated in a series of workshops with employers' organizations in the Philippines on changing patterns of industrial relations in a globalized economy. A number of workshops and discussions were also held with workers' organizations in the Philippines on issues related to structural adjustment and the increased flexibility of labour markets. A national tripartite seminar was held in Papua New Guinea in August-September 1995 on labour-management cooperation and consultation at the workplace. A joint statement adopted at the meeting called for the revitalization of the National Tripartite Consultative Council and for increased cooperation and consultation at the industry and enterprise levels.

The development of small and micro-enterprises continued to be widely acknowledged in the subregion as an important factor in employment growth. In Papua New Guinea, assistance was provided to the Small Business Development Corporation for the establishment of entrepreneurship development programmes through self-financing arrangements. Skill development programmes were also launched in the timber, textiles and food-processing industries. A programme was prepared for the development of self-employment and micro-enterprises in Indonesia in support of the expanded role given to the Ministry of Cooperatives and Small Enterprises. A national seminar was also organized in Indonesia in November 1995 on a productivity improvement strategy. The seminar made recommendations for future action and identified the technical assistance required. In the Philippines, the ILO made recommendations for the restructuring of the services provided for small enterprises through the Department of Trade and Industry. The Government accepted the recommendations and took the first steps in establishing a Small Business Promotion Corporation with 24 provincial centres for the provision of assistance, including training and business advisory services, to micro-, small and medium-sized enterprises. Metro Manila was one of the cities covered by the interdepartmental project on the informal sector. The results of the project were discussed at a City Seminar held in November 1995, which adopted recommendations for strengthening and recognizing the role of the informal sector in economic development. (More details on the interdepartmental project are to be found in Chapter 2 of this report.)

The improvement of working conditions and workers' protection was also recognized as a priority concern by governments in the subregion, particularly in relation to small enterprises. Activities were undertaken in a number of countries to apply the ILO's Work Improvements in Small Enterprises (WISE) methodology. In the Philippines, training and awareness materials were developed and a network of WISE trainers was established in four regions. Workshops were held with small entrepreneurs, who implemented a large number of improvements. Encouraged by these results, the Government has decided to implement the project nationwide using national resources. WISE trainers were also prepared and workshops organized in Indonesia. Assistance in establishing an Indonesian occupational safety and health information network was also provided and training delivered to employers and trade union trainers on occupational safety and health issues. In the Philippines, occupational safety and health seminars concerning miners and workers in hotels and restaurants were held. In Indonesia, a policy review was carried out on occupational safety and health and working conditions. A strategy was recommended which included: the revision and effective enforcement of the relevant legislation; the organization of training, information and research; the strengthening of employers' and workers' organizations; and improved protection for the most vulnerable workers, including women and child workers. At a national workshop held in May 1995, the report setting out the strategy was adopted and priority areas for national action were identified. In June 1994 a tripartite workshop was held in Papua New Guinea on the application of

Homeworkers in the Philippines

Homeworkers in the Philippines, the overwhelming majority of whom are women, are engaged in the production, assembly and packaging of a wide range of products and services. They often work under difficult conditions and, until recently, were outside the scope of the labour legislation.

For a number of years, the ILO has been carrying out a project to raise the status of homeworkers, promote employment opportunities for them, improve their productivity and extend their coverage by social and legal protection. An organization of women homeworkers, PATAMABA, which was established in the early years of the project, has now developed a country-wide network of close to 5,000 members in 28 provinces. Following lobbying by PATAMABA, with support from the Department of Labour and Employment and other public agencies, an Order was adopted bringing homeworkers within the scope of the labour legislation.

Under the project, further support was given to PATAMABA through training activities, under which some 400 of its members were trained at both the local and central levels in such skills as bookkeeping, leadership and strategic planning. Training booklets were produced in the local language and 26 trainers were given instruction so that training activities could continue.

Assistance was provided to develop and diversify the activities of the homeworkers, including the creation of a revolving fund to give them access to credit. Homeworkers were provided with assistance in obtaining raw materials and in the marketing of their products. A market survey was carried out as a result of which some 500 *retazo* workers, who make articles from waste cloth from garment factories, identified a market for cleaning cloths, gloves and shoe covers. By developing their organizational and managerial structure, they were able to obtain raw materials at lower prices and market their products directly, thereby missing out the middlemen.

PATAMABA has also been active in providing advice to its members on safety and health issues and in exploring ways of extending social protection to them.

the Occupational Safety and Health Convention, 1981 (No. 155). Training was also provided in collaboration with the national employers' federation on safety and health in ports.

With a view to the promotion of equality issues, workshops were organized in the Philippines on equal opportunities and treatment in employment and on sexual harassment. In Indonesia, a seminar was held on women's employment issues in the formal sector. A project was also implemented during the biennium to improve the situation of homeworkers, the vast majority of whom are women (see box). The issue of equalizing job opportunities for persons with disabilities was particularly topical in the

Philippines during the biennium. Following the signing of the Social Pact on Equalization of Employment Opportunities for Persons with Disabilities, technical support was provided for the national workshop held in September 1995 to promote the integration of persons with disabilities into training for employment. Both Indonesia and the Philippines are participating countries in the ILO International Programme for the Elimination of Child Labour (IPEC). A number of action programmes were carried out in Indonesia during the biennium under the auspices of IPEC. In May 1994, in the Philippines, a national planning workshop on child labour was held which established a framework for action in this field; it identified a highly focused approach to the problem of child labour, with certain groups of children being designated by national participants as warranting priority attention.

South Asia Multidisciplinary Advisory Team

The South Asia Multidisciplinary Advisory Team, which is composed of 12 technical advisors, is located in New Delhi and covers Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka. Country objectives reviews were undertaken in Bangladesh, India, Nepal, Pakistan and Sri Lanka.

While there are differences in the specific nature of the problems and issues faced by the countries covered by the team, the major problems present many common features. Despite moderate levels of economic growth in most of the countries, they still suffer from high levels of unemployment, underemployment and poverty. The economic reforms and structural adjustment measures applied by most of the countries in question have created new challenges in respect of the problems of poverty and unemployment. To be effective, their human resource development systems must take up fresh challenges to develop skills for rural employment and promote self-employment and entrepreneurship. They must also respond more effectively to the training requirements of industry, the need for retraining due to industrial restructuring and the skills needs of women and young persons.

Levels of social protection remain low in many countries, particularly for workers in the informal sector. This is aggravated by a generalized lack of awareness of the importance of occupational health and safety considerations, as well as by the widespread use of child labour and various forms of discrimination against women, indigenous and ethnic groups and migrant workers. Despite the renewed emphasis placed by employers' organizations on human resource development and managerial skills, and by workers' organizations on basic workers' rights, industrial relations continue on the whole to be characterized by confrontation — particularly in view of the new challenges created by economic reforms and the need to review disputes settlement procedures.

In view of the high levels of poverty and unemployment in the countries of South Asia, one of the major objectives of the team's work was to assist constituents formulate and implement employment promotion and poverty alleviation policies and programmes. A multidisciplinary mission visited Nepal at the Government's request to outline employment strategies and draw up programmes for various sectors of the economy. A review of employment policies in the informal sector was carried out in Bangladesh as a basis for the design of policies and programmes. In this respect emphasis was placed on the involvement of the social partners. A tripartite seminar was held in Pakistan in November 1995 on national employment policies as a basis for the design of action programmes. In India, a tripartite national workshop held in 1994 discussed a report on poverty and economic policies in India. The report not only analysed national experience with employment-generation and poverty alleviation programmes but also reviewed current economic reforms and proposed policies to mitigate their adverse effects. A multidisciplinary survey was also undertaken of employment security, wage policy and the safety net as a prelude to the design of practical measures to protect those likely to be affected by reforms. In Pakistan, a report on the implications of privatization — which is the cornerstone of this country's reform programme — concentrated on the employment, retraining and social protection measures that could be adopted to minimize the negative social consequences of this process. The report was discussed by the ILO's constituents and the Government has expressed its willingness to implement some of its recommendations.

As in other regions, the promotion of small and micro-enterprises plays a very important role in employment generation and poverty alleviation in South Asia. The economic reforms being carried out in the Asian region have important implications on the environment faced by small enterprises. To examine these implications and make recommendations for the creation of a more conducive policy environment for such enterprises, a regional tripartite workshop was organized in 1995. The recommendations of the meeting were followed up through advisory services and projects. A survey of small and micro-enterprises in Sri Lanka, which was submitted to a high-level national workshop in 1994, outlined a comprehensive package of assistance to small industries — including credit, institutional coordination, technology and skill development. Some of the recommendations were reflected by the plan of action drawn up by the Government to establish new mechanisms for the promotion and development of enterprises. A project was also launched in India, Nepal, the Philippines, Sri Lanka and Thailand to promote entrepreneurship among women (see Chapter 3 for more details).

In view of the low level of education and skills in the countries of South Asia, and the new challenges faced by vocational training systems, a major objective of the South Asia Multidisciplinary Advisory Team was to assist constituents in the formulation of human resource development strategies and skill training programmes. In Nepal a comprehensive review of the vocational training system was undertaken and recommendations submitted, including a number of proposed action programmes which are likely to be implemented in the near future. Technical advisory services on vocational training in Bangladesh, Bhutan, Nepal, Pakistan and Sri Lanka also led to the planning of important reforms in the vocational training systems in some of these countries.

Work continued during the biennium to promote the ratification and implementation of international labour standards as a basis for the promotion of democracy and basic workers' rights. Advice was provided to constituents on all aspects of standards and the supervisory machinery, including technical assistance to Bangladesh, India, Pakistan and Sri Lanka in relation to comments made by the Committee of Experts on the Application of Conventions and Recommendations. This work resulted in some progress in the ratification of Conventions. In Bangladesh, for example, priority is being given — with tripartite support — for the ratification of the Minimum Age Convention, 1973 (No. 138). The Government of Nepal ratified the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). A tripartite workshop on international labour standards also made a unanimous recommendation for the ratification of Convention No. 138 and the principal standards on freedom of association. In India, following a meeting of the Tripartite Committee on Conventions, the Government agreed to ratify the Maximum Weight Convention, 1967 (No. 127), and the Merchant Shipping (Minimum Standards) Convention, 1976 (No. 147).

The promotion of tripartism was an important aspect of the team's work to promote democracy, which included activities to encourage harmonious industrial relations and build up the capacities of employers' and workers' representatives. A tripartite training workshop on industrial relations, held in Nepal in December 1995, focused on disputes settlement, the linking of wages to productivity and international labour standards. The assistance provided to employers' organizations concentrated on productivity improvement, human resource management, industrial relations and international labour standards. Activities for workers' organizations covered a range of issues, including tripartism and industrial relations, the response of trade unions to economic reforms, child labour, social protection and international labour standards. In Nepal and Pakistan, seminars were organized for trade union representatives to enhance their understanding of economic reforms and develop action to minimize adverse social repercussions of these reforms. In Sri Lanka a national seminar for trade unions was held on the impact of the Conventions ratified by the country. One of the recommendations of the seminar was that a tripartite body should be set up to review national legislation in the light of ILO Conventions.

A series of activities was designed to raise awareness and propose measures to improve the situation of women in South Asia. A multidisciplinary mission visited the Baluchistan province of Pakistan to review the situation of women in respect of training, employment and micro-enterprise development. As a result of the mission, two action programmes were drawn up to improve the vocational skills of women in the province. A survey was also undertaken in India on the social protection of the informal sector with particular emphasis on women. The findings of the survey were discussed by a tripartite workshop and an action programme was formulated. A national workshop was also organized with workers' organizations in Pakistan on the elimination of discrimination against rural women. As a follow-up to the workshop, a draft report was prepared on women and employment legislation in Pakistan and its recommendations were discussed at a national seminar.

Europe

ILO activities in Europe during the biennium were dominated by the reform process in the transition countries of Central and Eastern Europe. This is a region in which many countries have, over the past five years, transformed their political systems to liberal democracy and undergone a transition from a centrally planned economy to a market system. Most of these countries are still seeking to establish the institutions and policies necessary to sustain the reform process. It has become clear that, in addition to a package of economic reforms, there must be a pluralism of independent social actors to steer the economy in order to achieve high growth rates while avoiding excessive social hardship and inequities.

Most of the operational activities in the region are described under the Central and Eastern Europe Multidisciplinary Advisory Team. The European region also includes countries not covered by the team, particularly in Central Asia and Transcaucasia. The activities carried out in these countries are described at the end of the section on the multidisciplinary advisory teams.

Central and Eastern Europe Multidisciplinary Advisory Team

The Central and Eastern Europe Multidisciplinary Advisory Team, with seven technical advisers, is located in Budapest and covers the following 18 countries: Albania, Belarus, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Estonia, Hungary, Latvia, Lithuania, the Former Yugoslav Republic of Macedonia, the Republic of Moldova, Poland, Romania, the Russian Federation, Slovakia, Slovenia and Ukraine. Country objectives were drawn up for four countries.

At the core of institutional reforms of the labour market is the emergence of new roles for governments and the organizations of employers and workers. By way of illustration, wages and other benefits, which were formerly fixed by the central government authorities, are now determined through negotiations between the parties concerned. Responsibility for occupational safety and health has shifted from trade unions to governments. Yet the ILO's constituents were unprepared for these new roles and still suffer from limited capacities and technical competence. In many countries in the region, there have been frequent changes of government. Government employees tend to be poorly paid and turnover rates are high. Moreover, competence on labour and social questions is often fragmented and split between several ministries and parastatal agencies. In most countries in the subregion, various organizations compete for the collective representation of workers and employers. Both trade unions and employers' organizations are experiencing difficulties in attracting new members, especially among small enterprises and in new economic sectors.

Constituents require assistance in dealing with the numerous and urgent problems accompanying transition, chief among which is the sharp fall in employment as a result of the decline in production in nearly all the countries in the subregion. Hidden and open unemployment has risen, informal economic activities are expanding, real wages have fallen and poverty has assumed significant proportions. Despite the return of economic growth, social problems remained serious during the period under review, and continued to worsen in some cases. The situation was aggravated by the fact that 14 out of the 18 countries covered by the team did not exist as independent nations prior to 1990. During the biennium, the work of the team therefore concentrated on reorienting constituents throughout the subregion to guide them in their new roles and assist them in the development of the new institutions required by a democratic society and a market economy. Technical support included assistance in the adaptation of labour legislation, the development of labour administration, labour inspection and employment services, the establishment and reinforcement of tripartite machinery and the building of effective social protection systems.

With a view to providing guidance and building the capacity of the government services responsible for labour and social issues, a regional seminar on modern labour administration development was held in Cyprus in October 1994 and 1995 for Central and Eastern European countries. A seminar was also organized in St. Petersburg in September 1995 on labour administration in the CIS countries. A large number of training activities were carried out at the Turin Centre, both for government officials and workers' and employers' representatives. In the field of labour inspection the aim was to establish government-run inspection services with the involvement of the social partners. This aim was pursued by the provision of advisory services and the holding of a subregional conference on cooperation in labour inspection in the Baltic States in Riga in April 1995.

In view of the importance of labour market information and statistics as a basis for sound policy-making, considerable emphasis was placed on capacity-building in this field. In addition to advisory services, a regional conference on the restructuring of labour statistics in transition countries was organized in Belarus in September 1994.

The new-found independence of so many of the countries in the region required considerable assistance from the ILO in the revision and adaptation of labour legislation. To help meet the needs of member States in the subregion, the ILO also assisted in the organization of a process of self-help between constituents. An example of cross-country assistance during the biennium included cooperation between the Hungarian Ministry of Labour and the Albanian Government in the field of wages and incomes policy. The Polish Ministry of Labour, with assistance from the Turin Centre, also provided training for labour administrators at its training centre near Warsaw.

As a contribution to the development of tripartism, projects were carried out to strengthen the employers' and workers' organizations of Central and Eastern Europe. These concentrated on broadening and reinforcing the capacities of these organizations to participate in collective organization and action. Employers' organizations in the region were surveyed and provided with practical advice on organizational and policy matters. Given that they represented an entirely new concept in former centrally planned economies, this work sometimes involved the basic task of explaining the fundamental role of employers' organizations and why they were needed in a democratic society. Capacity-building activities for workers' organizations concentrated on assisting them establish information systems and workers' education programmes. Materials were provided, assistance was supplied in the development of managerial capacity, and training was organized on issues ranging from privatization to collective bargaining, social security, occupational safety and health and multinational enterprises.

The development of employers' and workers' organizations provided a basis for the team's work of promoting social dialogue and cooperative industrial relations systems. The team closely monitored, evaluated and supported the progress made in this respect, particularly through the organization of tripartite seminars and other meetings. By way of illustration, a seminar on tripartism and sound industrial relations was held for

Social dialogue and industrial restructuring in Ostrava

Coal and steel production has traditionally formed the industrial backbone of the Ostrava region of the Czech Republic. The industry has undergone a period of deep-rooted restructuring during the country's transition to a market economy. Yet the region has made surprising economic progress and is widely acknowledged to be a successful example of restructuring.

Throughout this period, the ILO provided technical assistance to the social partners on issues related to restructuring and the improvement of the industrial relations environment. This assistance took the form of advice on industrial relations, personnel policies and remuneration systems. It also involved organizing exchanges of experience from Western European countries on different approaches to workforce reduction, pay policy and enterprise reform, with a view to providing government officials, employers and trade union representatives with a wider choice of feasible options.

The regional economic structure has diversified and the labour market situation stabilized. Small and medium-sized enterprises have mushroomed throughout the region, absorbing most of the displaced or voluntary departing workers from larger enterprises. This has been partly due to the emphasis placed on tripartite consultation and consensus building in respect of industrial adjustment, which has led to the adoption of a constructive approach to privatization, restructuring and downsizing by the trade unions of the large enterprises.

More recently, the industrial climate has become tenser in view of the forthcoming mergers or closures of coalmines and expected job losses from further privatization. The Central and Eastern Europe Multidisciplinary Advisory Team has been requested to continue monitoring developments in the region and advising the social partners through the next critical stage of adjustment.

Russian constituents in Moscow in April 1995. This was followed up by the organization of a tripartite study tour to Belgium and the Netherlands. Constituents in Hungary were informed of international systems and techniques for the mediation of disputes at a conference organized in Budapest in May 1995. A subregional seminar on the role of workers' and employers' organizations in privatization was held in Slovakia in May 1994 for constituents from the Czech Republic, Hungary, Poland and Slovakia. Courses were organized at the Turin Centre for government officials and representatives of the social partners on collective bargaining and the settlement of labour disputes. Wide-ranging support was also provided for the development of tripartite approaches to economic and industrial restructuring. Projects were carried out in the regions of Spisska Nova Ves in Slovakia, Ivanovo in the Russian Federation and Ostrava-Karnina in the

Czech Republic (see box). In each case, help was provided to initiate and strengthen the participation of the social partners in the design and implementation of restructuring policies. Similar projects were launched in Hungary and Albania. In the context of these activities, the Fifth European Regional Conference, held in Warsaw from 20 to 27 September 1995, held a plenary discussion on the strengthening of tripartite structures for the development of active employment policy. By adopting resolutions on employment and tripartism and on ways to ensure the independence of employers' and workers' organizations and facilitate their financing, it provided useful guidance for future activities in this field.

During the biennium, constituents in Central and Eastern Europe received advice and technical assistance for the implementation of labour market and employment policies in the context of restructuring. By way of example assistance was provided for labour market programmes in the Czech Republic and Slovakia and amendments proposed to the Employment Act in the Russian Federation. Assistance was also given to studies on women workers and a project was undertaken on the rights of women in Hungary. A subregional seminar was organized in Potsdam in October 1994 on privatization in agriculture, and training courses were provided at the Turin Centre on promotional services for small and medium-sized enterprises. Support was also supplied for the development of wages and incomes policies. The advisory services provided in this respect emphasized the need for policies which reflect economic conditions, are responsive to the basic requirements of workers and serve as tools to boost productivity and competitiveness. Work in this field culminated in the holding of a regional tripartite symposium in Budapest in November-December 1995. The symposium reviewed experience with various forms of wages and incomes policies and set out to promote negotiated wage policies in Central and Eastern Europe.

The activities carried out to assist in the development of effective systems of social protection had to take into account the background of heated argument that the prevailing level of social spending was too high and was crippling desperately needed economic growth. The assistance provided in the various countries of the region in this respect included research and policy formulation, support for the implementation of reforms and training for the staff of national social protection systems. In cooperation with the Turin Centre, curricula were developed for staff training in Slovakia and Bulgaria, which served as a standard format for skill development activities in other countries in the region. As a basis for this work, a tripartite seminar was organized in March 1994 in Cyprus on tripartite management of social security systems in Central and Eastern Europe.

ILO activities in Central Asia, Transcaucasia and other countries

The Central Asian Republics (Kazakstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan) and the Transcaucasian Republics (Armenia, Azerbaijan and Georgia) have become Members of the ILO in recent years. The activities carried out in these countries followed similar priorities to those undertaken in Central and Eastern European countries. Emphasis was placed on developing and strengthening the capacities of constituents, including the officials of labour administrations and representatives of the social partners. Training was provided for labour administrators from Azerbaijan and a study visit was organized for employment service officials from Uzbekistan. Advisory services were provided in Tajikistan and Uzbekistan on ways to deal with issues related to migration for employment. Seminars were held in Kazakstan on tripartism and workers' education. Advisory missions were also undertaken to all the countries in the subregion to assist in the development of labour statistics systems. A training course on labour statistics was held in Turkey in September 1994 for constituents from the Central Asian and Transcaucasian Republics. Assistance was provided with the reform of labour law in Kazakstan, Kyrgyzstan and Uzbekistan.

A series of activities was designed to promote employment through the development of small enterprises and self-employment. These activities included a subregional seminar on small enterprise development held in Uzbekistan in April 1994 for Central Asian countries. A national seminar on the same subject was organized in Azerbaijan, and a project was carried out for the promotion of small enterprises and self-employment in several districts of Kazakstan. Under the project, advisory services were provided, training activities organized and study visits undertaken to strengthen the capacity of the employment services to play an effective role in promoting small enterprises and self-employment. The project also included retraining courses for unemployed workers in various regions, covering rural activities, handicrafts and catering services. These training activities were based on the "Start your Business" and "Improve your Business" training materials and methodologies.

Other countries in which activities were carried out included Turkey, Malta and the Islamic Republic of Iran. In Turkey, several action programmes were implemented under the International Programme on the Elimination of Child Labour (IPEC), and a large training project was executed in the hotel and tourism sector. The ILO was also selected to implement a large World Bank project on social security reform in Turkey. The Maltese Government was provided with assistance in the fields of unemployment registration and occupational safety and health. In the Islamic Republic of Iran, a survey was carried out on small enterprise development and the ILO contributed to a national seminar on employment as a basic factor of development. Technical advisory services were provided in the areas of vocational training, occupational safety and health and social security. A project on vocational rehabilitation was also completed during the biennium.

Notes

[1] *Report on the design of policies and programmes for growth and employment in the non-formal sectors in Zimbabwe*, 1995.

[2] *Training in transition: Review of issues and options in vocational education and training in the occupied Palestinian territories*, Jerusalem, 1994.

[3] *Panorama Laboral*, 1994, and *Panorama Laboral*, 1995, Regional Office for Latin America and the Caribbean.

[4] *Hacia la consolidacion organizativa* and *Género y microempresa*, by M.A. Castiglia, 1995.

[5] *Manual de oriéntación profesional y laboral para mujeres*, 1994.

[6] *Viet Nam: Labour and social issues in a transition economy*, Bangkok, 1995.

[7] *Protecting and saving lives at work: The emerging challenge in Asia*, Bangkok, 1994; *Preventive measures in hazardous occupations in Asia: A guide*, Bangkok, 1994; and *Preventing major industrial accidents in Asia: A guide*, Bangkok, 1994.

ANNEXES

ANNEX I

ACTION TAKEN ON THE RESOLUTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS 78TH TO 82ND SESSIONS (1991-95)

In pursuance of a decision taken by the Governing Body at its 152nd Session (1962), the Director-General's Report to the Conference regularly includes a review of the implementation of resolutions adopted by the Conference over the five preceding years. This annex provides information on the steps taken in 1994 and 1995 to give effect to the resolutions adopted by the Conference at its 78th to 82nd Sessions. Information given in previous years is generally not repeated, and action taken on the implementation of some resolutions is not described at length if the relevant information appears in the main text of the Report.

78th Session (1991)

The application of modern agricultural technology

Technical cooperation activities aimed at rural employment creation, enhancing productivity and women's empowerment, continued to support the deployment of improved technologies in food production and processing, animal husbandry and agriculture channelled through women's participatory organizations. The Twelfth Session of the Joint ILO/WHO Committee on Occupational Health discussed ways to improve the health of agricultural workers, including chemical and pesticide safety. A guide is being prepared on the extension of occupational health services to agricultural areas. The subregional programme for the promotion of occupational safety and health in agriculture in Latin America continued to promote the implementation of national programmes for the improvement of occupational safety and health of rural workers, and the prevention of occupational accidents and diseases in agriculture. Chapter 2 of this Report contains further details of this work in response to the resolution.

Structural adjustment, industrial relations and economic and social development

Technical cooperation activities aimed at both the public and private sectors have assisted in the reorientation of training systems and programmes to respond to structural adjustment. Tripartite national seminars were held in several countries on the subject on industrial relations and structural adjustment and the role of the social parties in national tripartite decision-making under structural adjustment programmes. Advisory missions examined the industrial relations situation in two countries. Assistance was provided to 39 countries wishing to revise their legislation in the context of rapid economic and social changes and structural adjustment. A fuller account of these activities is contained in Chapter 1 of this Report.

ILO action for women workers

Chapter 3 of this Report contains a detailed description of ILO activities in favour of women workers, taking account of this resolution.

79th Session (1992)

The role of enterprises in employment growth and the creation of full, productive and freely chosen employment

During the biennium, ILO activities in favour of enterprise development and employment promotion were further reinforced. Chapter 2 of this Report contains an account of these activities. In addition the Governing Body decided to highlight this issue by including an item entitled *General conditions to stimulate job creation in small and medium-sized enterprises* on the agenda of the 85th Session of the Conference in 1997.

Employment promotion as an essential component of overall development

In the Declaration and Programme of Action adopted by the World Summit for Social Development, participating countries undertook to promote the goal of full employment, which included defining time-bound targets for expanding employment. The Office has also been monitoring global employment trends throughout both the *World Labour Report* (1994 and 1995) and *World Employment 1995*.

Chapter 2 contains an account of the outcome and follow-up to the World Summit for Social Development and other ILO work on employment promotion.

The role of the ILO in the protection and promotion of the rights of migrant workers and their families

Chapter 3 contains a full description of ILO activities related to migrant workers and their families, including the interdepartmental project on migrant workers, which were implemented taking account of this resolution.

Adjustment and human resources development

Chapter 2 of this Report contains a detailed description of the technical advisory and technical cooperation activities undertaken to assist member States to adjust their training policies in the context of structural adjustment and the transition to a market economy.

80th Session (1993)

Exposure to and safety in the use of biological agents at work

The Office has studied the impact of modern technology, including gene technology, on workers' health and the environment, and identified potential risks related to the introduction of these new technologies. Work is being carried out on law and practice in the area of biological hazards and their prevention. It is hoped that the Office may be able to submit this topic to the Governing Body for consideration as a possible item for the Conference agenda in 1999.

Social protection and the alleviation of unemployment and poverty, and the social dimension of structural adjustment and transition to a market economy

Chapter 2 of the Report contains a detailed account of ILO activities undertaken in response to this resolution. The alleviation of unemployment and poverty and the protection of working people remain key objectives in the ILO's Programme and Budget for the 1996-97 biennium.

The role of the ILO in technical cooperation

The Governing Body, at its 261st Session in November 1994, adopted an ILO strategy for technical cooperation which focuses on national capacity-building, improving delivery and pursuing a dynamic resource mobilization strategy. Guidelines were prepared on the integration of gender issues into the design, monitoring and evaluation of ILO programmes and projects, and gender training was carried out. Work has continued to increase the synergy between international labour standards and technical cooperation through the elaboration of guidelines, the appointment of standards specialists to most of the MDTs and special training for all team members. The appointment of advisers on worker and employer activities in each team has significantly contributed to the promotion of tripartism and social dialogue in the ILO's technical cooperation activities.

81st Session (1994)

Post-apartheid South Africa

Reports on progress in the implementation of the ILO Plan of Action in South Africa were submitted to and discussed by the Governing Body at its 261st Session (November 1994) and 262nd Session (March-April 1995). Subsequently, the ILO Office in South Africa was opened at the end of 1995. It is responsible for ILO activities in Botswana, Lesotho, Namibia and Swaziland (which were previously covered by the ILO Office in Lusaka) as well as in South Africa. In addition, the Government adopted new labour legislation (see Chapter 1 for details).

The 75th anniversary of the ILO and its future orientation

The terms of this resolution were taken into account in various proposals submitted to the Governing Body by the Director-General. They will be given further consideration in the preparation of the Programme and Budget proposals for 1998-99.

The World Summit for Social Development

The World Summit for Social Development was held in Copenhagen from 6 to 12 March 1995. It clearly identified the role of the ILO within the United Nations system in the eradication of poverty and the promotion of employment. Chapter 2 of the Report contains a detailed account of ILO's involvement in the preparation, holding and outcome of the Summit.

The role of private employment agencies in the functioning of labour markets

In response to this resolution, the Governing Body has placed the revision of the Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96), on the agenda of the 85th Session of the Conference in 1997.

82nd Session (1995)

As a result of measures adopted to reform the International Labour Conference, there was no Resolutions Committee during the 82nd Session of the Conference.

ANNEX II

EXPENDITURE ON TECHNICAL COOPERATION PROGRAMMES, 1994-95 (excluding administrative expenditure)

By source of funding

Source of funds	1994		1995		Total biennium		1995/94
	$'000	% share	$'000	% share	$'000	% share	% change
Regular budget (RBTC)	9 294	8.2	12 426	11.0	21 719	9.6	33.7
UNDP[1]	38 522	33.9	31 211	27.6	69 733	30.8	-19.0
Trust funds[2] and Multi-bi[3]	58 548	51.5	61 028	54.0	119 576	52.8	4.2
UNFP[4]	7 267	6.4	8 266	7.3	15 533	6.9	13.7
Total	113 631	100.0	112 930	100.0	226 561	100.0	-0.6

[1] Including projects in which the ILO acts as an associated agency. ($5,407,510 for 1994 and $6,243,289 for 1995). Including TSS-1 projects: ($2,855,601 for 1994 and $2,422,946 for 1995). [2] Including: (a) funds deposited by beneficiary governments; (b) reimbursable expenditure under programmes such as UNEP, UNICEF, UNHCR, etc.; (c) Development Banks. [3] Multi-bilateral programmes, including associate expert programmes. Multi-bilateral programmes alone represent approximately $41.8 million — 71 per cent of total trust funds in 1994 and $44.6 million — 73 per cent of total Trust Funds in 995. [4] United Nations Population Fund.

By geographical region

Region	1994		1995		Total biennium		1995/94
	$'000	% share	$'000	% share	$'000	% share	% change
Africa	46 594	41.0	42 498	37.6	89 093	39.3	-8.8
Americas	14 287	12.6	12 584	11.1	26 871	11.9	-11.9
Arab States	1 409	1.2	2 696	2.4	4 105	1.8	91.2
Asia and the Pacific[1]	28 723	25.3	28 288	25.0	57 011	25.2	-1.5
Europe[2]	6 232	5.5	8 814	7.8	15 046	6.6	41.4
Interregional and global	16 385	14.4	18 051	16.0	34 436	15.2	10.2
Total	113 631	100.0	112 930	100.0	226 561	100.0	-0.6

[1] Including Afghanistan and the Islamic Republic of Iran. [2] Including Israel.

EXPENDITURE BY TYPE OF ASSISTANCE, 1994-95

Type of assistance	1994		1995		Total biennium		1995/94 % change
	$'000	% share	$'000	% share	$'000	% share	
Experts	43 865	38.6	38 044	33.7	81 909	36.2	-13.3
Other personnel[1]	28 803	25.3	29 388	26.0	58 191	25.7	2.0
Training[2]	19 706	17.3	21 450	19.0	41 156	18.2	8.8
Equipment	8 047	7.1	7 749	6.9	15 796	7.0	-3.7
Subcontracting	5 567	4.9	9 908	8.8	15 475	6.8	78.0
Miscellaneous	7 643	6.7	6 391	5.7	14 034	6.2	-16.4
Total	113 631	100.0	112 930	100.0	226 561	100.0	-0.6

[1] National experts, external collaborators, locally recruited project staff, United Nations Volunteers and other staff costs. [2] Including principally fellowships, seminars and in-service training.

EXPENDITURE ON TECHNICAL COOPERATION BY FIELD OF ACTIVITY AND SOURCE OF FUNDS, 1994-95 (excluding administrative expenditure)

Field of activity	Expenditure 1994 (thousands of dollars)					Expenditure 1995 (thousands of dollars)					1995/94 % change
	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1994	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1995	
Programme											
International labour standards											
Departmental management	377			363	739	287			373	660	
Application of standards	173			78	251	251			219	470	
Freedom of association	20				20	8				8	
Equality and human rights	118				118	131			38	169	
Labour law information	11				11	10			20	30	
	699			440	1 139	687			649	1 337	17.4
Employment											
Departmental management	720	308		528	1 556	1 336	200		394	1 929	
Labour market policies		81		1 388	1 469		37		1 365	1 403	
Migration for employment	30	178		608	816	48	29		736	813	
Employment strategies and policies	5	1 724		233	1 963		1 670		578	2 248	
	754	2 291		2 758	5 804	1 383	1 936		3 074	6 393	10.2
Enterprise and cooperative development											
Departmental management	109	288		963	1 360	194	182		886	1 262	
Entrepreneurship and management development	163	8 383		4 607	13 153	203	5 522		5 588	11 313	
Cooperatives	28	3 512		7 693	11 233	94	3 324		6 526	9 944	
	301	12 183		13 263	25 746	491	9 028		13 001	22 520	-12.5

Field of activity	Expenditure 1994 (thousands of dollars)					Expenditure 1995 (thousands of dollars)					1995/94 % change
	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1994	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1995	
Training											
Departmental management	2 081				2 081	1 869				1 869	
Training policies and programme development	4	8		166	179	18	96		329	443	
Vocational training systems management	158	4 007		5 984	10 149	36	2 835		5 599	8 470	
Vocational rehabilitation	84	1 215		2 680	3 979	115	437		1 984	2 536	
	2 328	5 230		8 830	16 388	2 038	3 368		7 911	13 317	-18.7
Industrial relations and labour administration											
Departmental management	556				556	651	22			673	
Labour law and labour relations	52	120		875	1 048	122	40		961	1 122	
Labour administration	87	344		2 763	3 194	160	275		2 566	3 001	
	696	464		3 639	4 799	932	337		3 527	4 797	0.0
Working conditions and environment											
Departmental management[1]	175			4 508	4 683	249			7 953	8 202	
Occupational safety and health		999		1 097	2 096		627		1 634	2 261	
Conditions of work and welfare facilities		39		16	54		117		173	290	
Safety and health information				1 531	1 531				916	916	
PIACT	660				660	575				575	
	835	1 038		7 151	9 024	824	744		10 676	12 244	35.7

Field of activity	Expenditure 1994 (thousands of dollars)					Expenditure 1995 (thousands of dollars)					1995/94 % change
	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1994	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1995	
Sectoral activities											
Departmental management	102	18			120	93				93	
Industrial activities	7			822	829	20			821	841	
Maritime industries	122	535		1 146	1 803	175	358		770	1 303	
Salaried employees	1				1	9				9	
Hotels and tourism		1 498		860	2 359	7	342		1 054	1 403	
	232	2 051		2 828	5 111	304	699		2 644	3 648	-28.6
Social security	325	1 313		258	1 897	433	695		864	1 992	5.1
Bureau of Statistics	74	117		45	237	101	37		282	420	77.3
Development and technical cooperation											
Departmental management		98		89	187	62	217		9	287	
Development policies	168	6 456	7 267	10 732	24 622	220	5 699	8 266	10 328	24 514	
Promotion of technical cooperation				479	479				92	92	
	168	6 554	7 267	11 300	25 289	283	5 916	8 266	10 429	24 893	-1.6
Institute	84	267			351	103	96			198	-43.5
Employers' activities	809			1 022	1 831	873			640	1 513	-17.4
Workers' activities	1 890	255		3 365	5 510	3 253	191		3 099	6 544	18.8
Miscellaneous[2]	99	6 759		3 648	10 506	721	8 163		4 230	13 114	24.8
Total ILO technical cooperation programmes	9 294	38 522	7 267	58 548	113 631	12 426	31 211	8 266	61 028	112 930	-0.6

[1] Mostly incurred by IPEC. [2] Includes projects administered by regional offices, MDTs, etc., in various technical fields.

ANNEX IV

EXPENDITURE ON TECHNICAL COOPERATION BY COUNTRY AND AREA AND BY SOURCE OF FUNDS, 1994-95[1] (in thousands of dollars)

Country or territory	Regular budget	UNDP (executing agency)	UNDP (associated agency)	UNFPA	Trust Funds	Total
Africa						
Regional	3 546	621	59	188	15 300	19 714
Algeria	30	21	0	0	130	182
Angola	28	205	0	0	609	842
Benin	64	304	13	9	146	536
Botswana	0	47	0	279	166	492
Burkina Faso	108	332	0	0	478	918
Burundi	11	43	277	438	495	1 263
Cameroon	71	194	(5)	262	593	1 116
Cape Verde	36	30	0	258	150	474
Central African Republic	44	11	0	226	0	281
Chad	45	746	709	0	0	1 501
Comoros	17	934	0	117	0	1 068
Congo	38	49	0	3	69	159
Côte d'Ivoire	97	385	293	0	526	1 302
Djibouti	39	145	0	0	0	184
Egypt	193	236	0	0	1 278	1 707
Equatorial Guinea	8	0	0	0	0	8
Eritrea	87	180	0	0	0	267
Ethiopia	81	194	6	56	1 119	1 455
Gabon	163	626	0	0	0	790
Gambia	23	189	0	85	80	377
Ghana	123	1 409	34	57	784	2 407
Guinea	91	53	0	533	804	1 482
Guinea-Bissau	26	20	0	4	3	53
Kenya	105	2 262	0	3	1 254	3 624
Lesotho	29	530	23	0	1 753	2 334
Liberia	5	4	0	0	0	9
Libyan Arab Jamahiriya	11	351	0	0	0	362
Madagascar	83	3 937	44	613	1 922	6 599
Malawi	40	129	599	338	126	1 233
Mali	111	465	1 448	291	892	3 206

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[1] Not including administrative expenses. Negative figures (in brackets) indicate previous year adjustments.

Country or territory	Regular budget	UNDP (executing agency)	UNDP (associated agency)	UNFPA	Trust Funds	Total
Mauritania	79	24	247	0	2	353
Mauritius	53	112	0	0	0	165
Morocco	117	13	0	0	9	139
Mozambique	74	2 838	535	474	959	4 880
Namibia	134	272	0	425	183	1 014
Niger	54	663	0	149	1 436	2 302
Nigeria	74	1 138	(13)	0	0	1 199
Rwanda	27	501	0	0	547	1 075
Sao Tome and Principe	10	0	0	32	0	42
Senegal	74	277	0	138	437	926
Seychelles	34	0	0	7	0	41
Sierra Leone	61	1 053	0	(0)	2 578	3 693
South Africa	97	6	0	0	175	277
Sudan	35	1 304	505	102	36	1 982
Swaziland	39	0	0	0	100	138
Tanzania, United Republic of	288	2 429	0	0	3 657	6 373
Togo	46	878	0	30	0	954
Tunisia	44	14	4	0	216	277
Uganda	100	664	29	1 602	756	3 151
Zaire	13	1 215	15	0	0	1 244
Zambia	51	125	0	102	722	1 001
Zimbabwe	58	277	0	0	1 392	1 727
National Liberation Movements	199	0	0	0	0	199
Total	7 112	28 459	4 822	6 819	41 880	89 093
Americas						
Regional	2 146	217	2 203	198	5 593	10 357
Antigua and Barbuda	16	0	0	0	0	16
Argentina	121	869	0	0	0	991
Bahamas	10	0	0	0	0	10
Barbados	26	0	0	0	0	26
Belize	33	0	0	0	0	33
Bolivia	70	109	169	0	1 206	1 374
Brazil	326	0	0	0	1 080	1 406
Caribbean Islands	233	62	247	0	217	759
Chile	246	0	0	0	633	879
Colombia	165	421	20	0	0	607
Costa Rica	103	0	0	0	1 554	1 658
Cuba	59	0	0	0	0	59
Dominica	3	0	0	0	0	3
Dominican Republic	68	0	0	0	0	68
Ecuador	43	52	0	0	0	96
El Salvador	19	0	8	0	56	83
Grenada	0	10	0	0	0	10
Guatemala	23	108	0	0	262	393
Guyana	14	69	0	0	0	83
Haiti	47	194	32	0	0	273
Honduras	57	85	644	30	2 506	3 322
Jamaica	82	0	0	0	94	176
Mexico	165	19	0	0	87	271
Montserrat	0	0	0	0	0	0

Country or territory	Regular budget	UNDP (executing agency)	UNDP (associated agency)	UNFPA	Trust Funds	Total
Netherlands Antilles	9	0	0	0	0	9
Nicaragua	12	0	0	0	2 386	2 398
Panama	86	41	0	0	0	127
Paraguay	82	0	0	0	0	82
Peru	72	17	0	0	273	363
Saint Helena	0	171	0	0	0	171
Saint Kitts and Nevis	1	0	0	0	0	1
Saint Lucia	3	0	0	0	0	3
Suriname	17	18	0	0	14	49
Trinidad and Tobago	17	0	0	0	253	270
Turks and Caicos Islands	0	4	0	0	0	4
Uruguay	42	1	159	0	191	393
Venezuela	49	0	0	0	0	49
Total	4 466	2 469	3 483	229	16 224	26 871
Arab States						
Regional, including Occupied Territories	724	851	0	13	667	2 255
Bahrain	26	61	0	0	0	87
Iraq	0	86	0	0	(1)	85
Jordan	56	263	0	0	23	342
Kuwait	20	400	0	0	24	445
Lebanon	51	514	0	0	0	565
Oman	20	0	0	0	0	20
Qatar	2	0	0	0	0	2
Syrian Arab Republic	74	143	0	0	0	217
United Arab Emirates	16	0	0	0	0	16
Yemen	40	31	0	0	0	71
Total	1 030	2 348	0	13	714	4 105
Asia and the Pacific						
Regional	2 427	674	275	0	9 781	13 157
Afghanistan	0	166	0	0	11	177
Bangladesh	97	2 195	572	0	915	3 779
Bhutan	0	13	0	0	0	13
Cambodia	30	9 542	0	0	98	9 671
China	203	1 317	348	54	282	2 205
Cook Islands	0	0	0	82	0	82
Fiji	97	100	0	37	196	431
India	265	502	370	0	3 230	4 367
Indonesia	186	1 344	0	0	3 106	4 635
Iran, Islamic Republic of	7	394	0	101	0	502
Korea, Republic of	28	64	35	0	0	126
Lao People's Democratic Republic	27	117	86	0	854	1 084
Malaysia	38	26	24	0	0	87
Maldives	4	202	0	0	0	206
Marshall Islands	3	0	204	109	0	316
Mongolia	45	45	0	126	3	218
Myanmar	0	434	0	1	0	435
Nepal	59	564	140	0	1 907	2 670
Pakistan	255	1 641	48	15	2 668	4 628

Country or territory	Regular budget	UNDP (executing agency)	UNDP (associated agency)	UNFPA	Trust Funds	Total
Papua New Guinea	18	539	461	161	0	1 179
Philippines	447	84	532	75	1 515	2 653
Samoa	0	0	0	89	12	101
Singapore	13	0	0	0	0	13
Solomon Islands	9	329	18	0	0	355
Sri Lanka	83	991	31	32	132	1 270
Thailand	181	134	63	0	1 772	2 149
Tonga	0	28	0	26	0	54
Trust territory of Pacific islands	0	0	0	6	0	6
Vanuatu	3	0	0	0	0	4
Viet Nam	115	175	0	1	146	437
Total	4 460	21 619	3 207	916	26 629	57 011
Europe						
Regional (including	687	507	0	0	2 444	3 638
EEC)	2	614	0	0	710	1 327
Albania	82	28	0	0	0	110
Azerbaijan	7	217	0	0	85	310
Belarus	10	91	0	0	75	176
Bulgaria	3	0	0	0	0	3
Croatia	0	12	0	0	1	13
Cyprus	17	0	33	0	8	57
Czech Republic	19	0	0	0	0	19
Estonia	5	0	0	0	0	5
Georgia	3	0	0	0	43	45
Germany	72	0	0	0	680	752
Hungary	2	0	0	0	0	2
Israel	3	0	73	0	197	274
Kazakstan	13	94	0	0	0	107
Kyrgyzstan	9	42	0	0	0	51
Latvia	17	0	0	0	0	17
Lithuania	4	0	0	0	0	4
Malta	3	0	0	0	0	3
Moldova, Republic of	0	0	0	0	148	148
Netherlands	65	0	0	0	2 908	2 973
Poland	26	193	0	0	491	709
Romania	322	0	0	0	0	322
Russian Federation	46	0	0	0	0	46
Slovakia	2	0	0	0	0	2
Slovenia	0	0	0	0	114	114
Spain	4	0	0	0	0	4
Tajikistan	154	121	0	0	3 092	3 367
Turkey	0	0	14	0	0	14
Turkmenistan	31	162	0	0	106	299
Ukraine	0	0	0	0	23	23
United Kingdom	15	97	0	0	0	111
Uzbekistan						
Total	1 624	2 180	121	0	11 122	15 046
Interregional	2 847	1 008	18	7 556	23 007	34 436
Total	21 719	58 082	11 651	15 533	119 576	226 561

ANNEX V

MEETINGS HELD IN 1994-95[1]

It may be noted that the Tripartite Meeting on the Effects of Globalization in the Footwear, Textiles and Clothing Industry, provided for under the Programme and Budget for 1994-95, was postponed to 1996 by the Governing Body at its 259th Session (March 1994).

Furthermore, in line with the programme and budget adjustments adopted by the Governing Body at its 263rd Session (June 1995), five meetings due to be held during the second half of 1995 were postponed to a later unspecified date. These five meetings are: the Tripartite Meeting on Social and Labour Issues concerning Migrant Workers in the Construction Industry; the Meeting of Experts on Workers' Privacy; the Standing Technical Committee for Educational Personnel (First Session); the Meeting of Experts on Labour Statistics; and the Tripartite Meeting on Social and Labour Problems caused by Structural Adjustments in the Port Industry.

Title	Programme	Place and date of meeting
Major advisory meetings		
Regional meetings	30	
Eighth African Regional Conference		Mauritius, 19-26 January 1994
Fifth European Regional Conference		Warsaw, 20-27 September 1995
Advisory Meeting of Governing Body Members from Europe		24 March 1994
Advisory Meeting of Governing Body Members from Asia		25 March 1995
Sectoral meetings	100.6	
Committee on Salaried Employees and Professional Workers (Tenth Session)		4-12 May 1994
Metal Trades Committee (13th Session)		12-20 January 1994
Coal Mines Committee (13th Session)		11-19 January 1995
Chemical Industries Committee (11th Session)		10-18 May 1995

Title	Programme	Place and date of meeting
Committee on Work on Plantations (10th Session)		21-29 September 1994
Fourth Tripartite Technical Meeting for the Clothing Industry		1-9 February 1995
Joint Committee on the Public Service (Fifth Session)		26 January-3 February 1994
Tripartite Meeting on Maritime Labour Standards		28 November-9 December 1994
Joint Maritime Committee		9 December 1994
Joint Meeting on the Impact of Structural Adjustment in the Public Services (Efficiency, Quality Improvement and Working Conditions)		24-30 May 1995
Tripartite Meeting on Productivity and Employment in Commerce and Offices		19-25 October 1994
Tripartite Meeting on the Consequences for Manage-ment and Personnel of the Restructuring of Railways		12-20 April 1994
Other meetings		
Committee of Experts on the Application of Conventions and Recommendations	50.2	10-25 February 1994 16 February-3 March 1995 23 November-8 December 1995 [2]
Meeting of Experts on Cooperative Law	65.3	22-26 May 1995
Tripartite Meeting of Experts on the Management of Drug and Alcohol Problems in the Workplace	70.4	23-31 January 1995
Joint ILO/WHO Committee on Occupational Health (12th Session)	90.2	5-7 April 1995
Meeting of Experts on the Recording and Notification of Occupational Accidents and Diseases		3-11 October 1994
Meeting of Experts on the Safety and Health of Workers in the Electronics Industry		16-20 May 1994
IAEA/ILO Technical Committee on Radiation Protection in the Decommissioning of Nuclear Facilities		Vienna, 9-13 May 1994
IMO/ILO Joint Committee on Training (Ninth Session)	100.3	London, 24-28 January 1994
IMO/ILO Joint Committee on Training (Tenth Session)		12-16 December 1994
Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (CEART)	100.4	12-20 July 1994

Title	Programme	Place and date of meeting
15th Ordinary Session of the Intergovernmental Committee of the International Convention for the Protection of Performers, Producers of Phonograms and Broadcasting Organizations (Rome Convention, 1961) (ILO/UNESCO/WIPO)		3-5 July 1995
Tripartite Meeting of Experts on Social Security and Social Protection: Equality of Treatment between Men and Women	110.1	21-25 November 1994
International Forum on Equality for Women in the World of Work, Challenges for the Future	140.1	1-3 June 1994
International Round Table on the New Role of Employers' Organizations in Countries with Economies in Transition	225.1	29-31 May 1995
Symposium on the Role of Workers' Education in the Promotion of Trade Union Rights	230.2	10-14 October 1994

[1] The list of meetings is presented in the same order contained in *Information Annex No. 7* of the Programme and Budget for the biennium 1994-95. Unless otherwise stipulated, all the meetings were held in Geneva.

[2] At its 258th Session (November 1993), the Governing Body adopted new provisions regarding the adjustment of procedures for requesting reports on the application of ratified Conventions and decided to bring forward the date of the annual meeting of the Committee of Experts on the Application of Conventions and Recommendations to take effect from 1995. In order not to interrupt the functioning of the supervisory system, two sessions were held in 1995.

ANNEX VI

NEW PUBLICATIONS ISSUED IN 1994-95

Non-periodical publications

Accroître la productivité et améliorer la qualité de la vie au travail. Manuel de l'instructeur. Conseils à l'usage des PME et de l'industrie, by J.E. Thurman, A.E. Louzine and K. Kogi (in French; English and Spanish editions already published).

Action programmes for the protection of homeworkers: Ten case-studies from around the world, edited by U. Huws (in English).

Adaptación del trabajo al trabajador forestal: Manual de capacitación en ergonomía (in Spanish; English edition already published).

Affirmative action: International perspectives, by J. Faundez (in English).

Aid in place of migration? Selected contributions to an ILO-UNHCR meeting, edited by W.R. Böhning and M. Schloeter-Paredes (in English).

Alternative schemes of financing training, edited by V. Gasskov (in English).

Capacité technologique dans le secteur informel. Les fabrications métalliques dans les pays en développement, edited by C. Maldonado and S.V. Sethuraman (in French; English edition already published).

Comparable worth and gender discrimination: An international perspective, by M. Gunderson (in English).

La consultoría de empresas: Guía de la profesión. Second (revised) edition, edited by M. Kubr (in Spanish; English and French editions already published).

Design, monitoring and evaluation of technical cooperation programmes and projects. A training manual (in English).

Egalité de rémunération entre hommes et femmes dans les pays industriels, by F. Eyraud et al. (in French; English edition already published).

Les églises protestantes et la question sociale. Positions œcuméniques sur la justice sociale et le monde du travail, by L. Christiaens S.J. and F. Dermange (in French).

First things first in child labour: Eliminating work detrimental to children, by A. Bequele and W.E. Myers (in English).

Gender inequality in the labour market: Occupational concentration and segregation. A manual on methodology (in English).

The ILO in the service of social progress. A workers' education manual. Second (revised) edition (in English).

ILO law on freedom of association: Standards and procedures (in English and Spanish).

International labour standards and women workers. Information kit (in English, French and Spanish).

In the twilight zone: Child workers in the hotel, tourism and catering industry, by M. Black (in English).

Introduction à l'étude du travail. Third edition (in French; English and Spanish editions already published).

Introduction to public employment services. A workers' education manual, by S. Ricca (in English, French and Spanish).

Labour standards and structural adjustment, by R. Plant (in English and French).

Maritime Labour Conventions and Recommendations. Third edition (in English).

New approaches to manpower planning and analysis, edited by P. Richards and R. Amjad (in English).

Les organisations de travailleurs ruraux: structure et fonctions. Manuel d'éducation ouvrière. Second (revised) edition (in French; English and Spanish editions already published).

Overcoming unemployment, by A.R. Khan (in English).

The remuneration of nursing personnel: An international perspective (in English).

La reubicación internacional de la industria: Causas y consecuencias, edited by G. van Liemt (in Spanish; English edition already published).

Safety, health and welfare on construction sites: A training manual (in English).

Le secteur non structuré urbain en Afrique. Rétrospective et perspectives. Bibliographie commentée (in French; English edition already published).

La sécurité sociale. Guide d'éducation ouvrière (in French and Spanish; English edition already published).

Shelter provision and employment generation (co-publication ILO/Habitat) (in English).

Shelter services of rural workers' organizations. A workers' education manual. Second (revised) edition (in English, French and Spanish).

Statistics on occupational wages and hours of work and on food prices: October Inquiry results, 1992 and 1993 (trilingual).

Statistics on occupational wages and hours of work and on food prices: October Inquiry results, 1993 and 1994 (trilingual).

Structural adjustment and employment policy: Issues and experience, by J. Toye (in English).

Towards social dialogue: Tripartite cooperation in national economic and social policy-making, by A. Trebilcock et al. (in English).

Training for change: New approach to instruction and learning in working life, by Y. Engeström (in English).

Unemployment and labour market flexibility: Spain, by J. Jimeno and L. Toharia (in English).

Visions of the future of social justice: Essays on the occasion of the ILO's 75th anniversary (in English, French and Spanish).

Women in trade unions: Organizing the unorganized, edited by M. Hosmer Martens and S. Mitter (in English).

Women workers' rights. Equality for women in employment: An interdepartmental project. Modular training package (in English).

The work of strangers: A survey of international labour migration, by P. Stalker (in English and French).

Workers' access to education. A workers' education guide (in English).

World Employment 1995: An ILO report (in English, French and Spanish).

World Labour Report 1994, Vol. 7 (in English, French and Spanish).

World Labour Report 1995, Vol. 8 (in English, French and Spanish).

Yearbook of Labour Statistics, 1994, 53rd issue and *Sources and methods: Labour statistics,* Vol. 6 — Household income and expenditures surveys (trilingual).

Yearbook of Labour Statistics, 1995, 54th issue and *Sources and methods: Labour statistics,* Vol. 2 — Employment, wages, hours of work and labour cost (establishment surveys) (trilingual).

Series

Conditions of Work Digest

Vol. 13: *1994, Maternity and work* (in English)

Improve your construction business

IYCD 1: *Pricing and bidding.* Handbook and workbook, by C.-A. Andersson, D. Miles, R. Neale and J. Ward (in English).

International construction management

No. 1: *International project accounting,* by A.D.F. Price (in English).

No. 2: *International bidding case-study,* by A. Baldwin, R. McCaffer and S. Oteifa (in English).

No. 3: *Financing international projects,* by A.D.F. Price (in English).

No. 4: *International bid preparation,* by A. Baldwin, R. McCaffer and S. Oteifa (in English).

No. 5: *Constructive change: Managing international technology transfer,* by D. Miles (in English).

No. 6: *International project marketing,* by D. Miles (in English).

No. 7: *Managing international construction projects: An overview,* edited by R. Neale (in English).

International labour bibliography

No. 14: *Women workers: An annotated bibliography 1983-94* (in English).

Labour-management relations

No. 78: *Political transformation, structural adjustment and industrial relations in Africa: English-speaking countries* (in English).

No. 79: *Relaciones de trabajo en Venezuela* (in Spanish).

No. 80: *Workers' financial participation: East-West experiences,* by D. Vaughan-Whitehead et al. (in English).

No. 81: *European Labour Courts: Remedies and sanctions in industrial action; preliminary relief.* Proceedings of the Fourth Meeting of European Labour Court Judges (Athens, September 1991), edited by A. Trebilcock (in English).

No. 82: *European Labour Courts: International and European labour standards in labour court decisions, and jurisprudence on sex discrimination.* Proceedings of the Fifth Meeting of European Labour Court Judges (Brussels, 6 September 1993) on the role and use of international and European labour standards in labour court decisions, and labour court jurisprudence on sex discrimination, edited by A. Bronstein and C. Thomas (in English).

Management development

No. 32: *Management for privatization: Lessons from industry and public service,* by J. Prokopenko (in English).

Occupational safety and health

No. 69: *Protection of workers from power frequency electric and magnetic fields: A practical guide.* Prepared by the International Non-Ionizing Radiation Committee of the International Radiation Protection Association in collaboration with the International Labour Organization (in English).

No. 70: *Visual display units: Radiation protection guidance.* Prepared by the International Non-Ionizing Radiation Committee of the International Radiation Protection Association in collaboration with the International Labour Organization (in English).

Other documents

Central and Eastern Europe Multidisciplinary Advisory Team, Budapest

Country Objectives Review 1 — *The Bulgarian challenge: Reforming labour market and social policy* (in English).

CINTERFOR — Inter-American Centre for Research and Documentation on Vocational Training, Montevideo

Certificación ocupacional: Manual didáctico (in Spanish).

La nueva empresa: El aprendizaje como parte del negocio, by João Batista Araujo and Oliveria. Estudios y monografías No. 77 (in Spanish).

Cooperative Project, Indonesia

Gender awareness and planning manual for training of trainers, project planners and implementors in the cooperative sector (in English).

East Asia Multidisciplinary Advisory Team, Bangkok

Disability and employment in Asia (in English).

Towards equalizing opportunities for disabled people in Asia: A guide (in English).

South Asia Multidisciplinary Advisory Team, New Delhi

Social dimensions of economic reforms in Asia, edited by Rizwanul Islam (in English).

International Institute for Labour Studies, Geneva

Cooperative autonomy: The dialectic of state-NGO's relationship in developing countries, by B. Sanyal. Research Series No. 100 (in English).

Creating economic opportunities: The role of labour standards in industrial restructuring, edited by W. Sengenberger and D. Campbell (in English).

International labour standards and economic interdependence. An essay in commemoration of the 75th anniversary of the International Labour Organization and the 50th anniversary of the Declaration of Philadelphia, edited by W. Sengenberger and D. Campbell (in English).

The labour market in Africa, by J.-P. Lachaud. Research Series No. 102 (in English).

New approaches to poverty analysis and policy. A contribution to the World Summit for Social Development (in English). *Vol. I — The poverty agenda: Issues for research and action*, edited by G. Rodgers (in English); *Vol. II — Reducing poverty through labour market policies*, edited by J.B. Figueiredo and Z. Shaheed (in English); *Vol. III — The poverty agenda: Trends and policy options*, edited by G. Rodgers and R. van der Hoeven (in English).

Pauvreté et marché du travail urbain en Afrique subsaharienne: analyse comparative, edited by J.-P. Lachaud (in French).

Small firms, technical services and inter-firm cooperation, by F. Pyke. Research Series No. 99 (in English).

Social exclusion: Rhetoric, reality, responses. A contribution to the World Summit for Social Development, edited by G. Rodgers, C. Gore and J.B. Figueiredo (in English).

Survey of living conditions in the metropolitan area of São Paolo. SEADE Foundation. Research Series No. 101 (in English).

Times are changing: Working time in 14 industrialized countries, edited by G. Bosch, P. Dawkings and F. Michon (in English).

Workers, institutions and economic growth in Asia, edited by G. Rodgers (in English).

ANNEX VII

STATES MEMBERS OF THE ILO AT 31 DECEMBER 1995 (173)

Afghanistan
Albania
Algeria
Angola
Antigua and Barbuda
Argentina
Armenia
Australia
Austria
Azerbaijan
Bahamas
Bahrain
Bangladesh
Barbados
Belarus
Belgium
Belize
Benin
Bolivia
Bosnia and Herzegovina
Botswana
Brazil
Bulgaria
Burkina Faso
Burundi
Cambodia
Cameroon
Canada
Cape Verde
Central African Republic
Chad
Chile
China
Colombia
Comoros
Congo
Costa Rica
Côte d'Ivoire
Croatia
Cuba
Cyprus
Czech Republic
Denmark
Djibouti
Dominica
Dominican Republic
Ecuador
Egypt
El Salvador
Equatorial Guinea
Eritrea
Estonia
Ethiopia
Fiji
Finland
France
Gabon
Gambia
Georgia
Germany
Ghana
Greece
Grenada
Guatemala
Guinea
Guinea-Bissau
Guyana
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Iran, Islamic Republic of
Iraq
Ireland
Israel
Italy
Jamaica
Japan
Jordan
Kazakstan
Kenya
Korea, Republic of
Kuwait
Kyrgyzstan
Lao People's Democratic Republic
Latvia
Lebanon
Lesotho
Liberia
Libyan Arab Jamahiriya
Lithuania
Luxembourg
Madagascar
Malawi
Malaysia
Mali
Malta
Mauritania
Mauritius
Mexico
Moldova, Republic of
Mongolia
Morocco
Mozambique
Myanmar
Namibia
Nepal
Netherlands
New Zealand
Nicaragua
Niger
Nigeria
Norway
Oman
Pakistan
Panama
Papua New Guinea
Paraguay

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Philippines
Poland
Portugal
Qatar
Romania
Russian Federation
Rwanda
Saint Lucia
Saint Vincent and the Grenadines
San Marino
Sao Tome and Principe
Saudi Arabia
Senegal
Seychelles
Sierra Leone
Singapore
Slovakia
Slovenia
Solomon Islands
Somalia
South Africa
Spain
Sri Lanka
Sudan
Suriname
Swaziland
Sweden
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Thailand
The former Yugoslav Republic of Macedonia
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Price: 27.50 Swiss francs
ISBN 92-2-109860-5